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**A GROWTH
MANAGEMENT
SYSTEM FOR**

**VACAVILLE
CALIFORNIA**

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A GROWTH MANAGEMENT SYSTEM FOR

VACAVILLE
CALIFORNIA

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26 July 1977

Mayor Barbara Jones and
Members of the City Council
City of Vacaville
City Hall
Vacaville, CA 95688

Dear Ladies and Gentlemen:

This report documents the work we have done together this past year and contains the consultants' recommendations for the Vacaville Growth Management System. We believe that the constructive suggestions and criticisms of the Council, Mr. Graham, and Mr. Foster have enabled us to produce a management system for Vacaville which is carefully tailored to the needs and desires of the City and which represents a step forward in the still emerging technique of growth management.

We have thoroughly enjoyed the experience of working with you. The sustained interest, valuable comments, and unfailing patience and good humor on the part of elected officials and staff alike has made this contract a very rewarding one.

We wish Vacaville success in its efforts to control its destiny. If we can be of service in the future please call on us.

Very truly yours,


CORWIN R. MOCINE


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CRM:dd

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I. INTRODUCTION

Vacaville is located in the northwest part of Solano County. It was founded in 1850 and incorporated in 1891 and has served as a marketing center for the rich agricultural lands of southwest Sacramento Valley. The city lies astride the U.S. 80 freeway approximately one and one-half hours from San Francisco, and about forty minutes from Sacramento. The increased accessibility provided by the federal freeway system, coupled with the increasing costs of closer-in housing has resulted in a marked change of role for the city in the last decade as more and more commuters from the metropolitan areas seek housing in the desireable environment of Vacaville. Between 1960 and 1970 Vacaville doubled its population from 10,869 to 21,690 and has added another 10,000 persons in period from 1970 to 1975. During 1975 nearly one-half of all new residential construction in Solano County occurred in Vacaville. In addition to the rapid change in residential character, the city also faced a major expansion in industrial development as large tracts of land along the Southern Pacific Railroad and U.S. 80 and 505 freeways were being actively marketed for industrial use.

Public concern over these fundamental changes in the character of the community resulted in a series of actions in 1975 and 1976. Early in 1975 a broad questionnaire was distributed to Vacaville residents. Returns from this opinion study, which will be discussed below, revealed serious dissatisfaction on the part of many citizens with the development trends of the City. Responding to this concern, the City Council in February of 1976 appointed a Growth Management Committee which reported to the Council on July 7, 1976 with the recommendation that a growth management system be instituted (see Growth Management Committee Report appendix B). On July 27 seeking to gain time for an adequate study, the Council instituted a moratorium on residential rezoning and approval of tentative subdivision maps for a period of 120 days. The Council also applied to the Office of

Planning and Research of the State of California for 701 financial assistance to employ consultant assistance to develop a growth management system for the City.

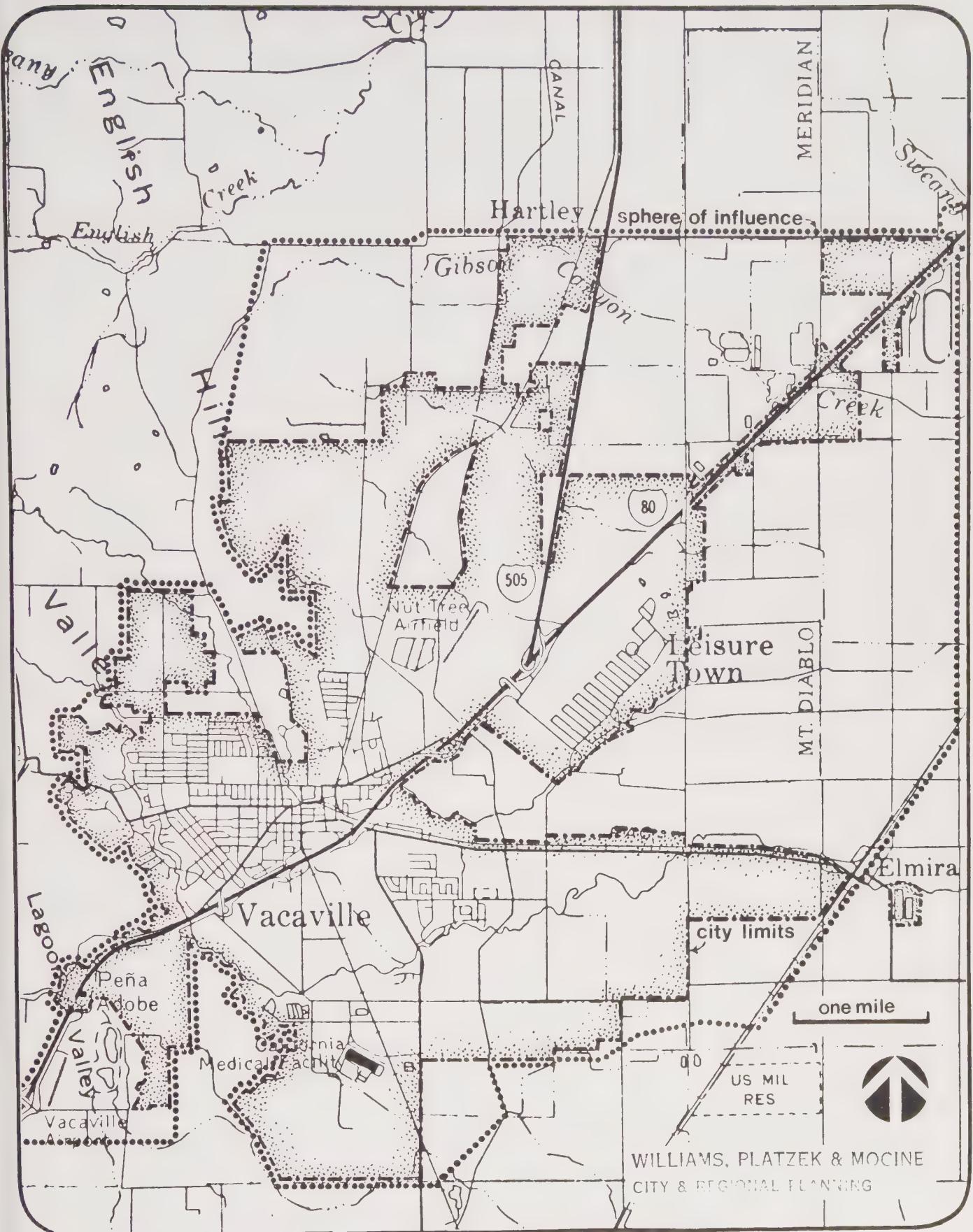
The City's application was favorably received by the State, and in September 1976 Vacaville entered into a contract with the consulting firm of Williams, Platzek and Mocine to develop a Growth Management System for the City. The major steps of the program were as follows:

1. A reconnaissance reviewing:
 - a) existing conditions and trends in city growth, economic conditions, housing and land use conditions, and the status of existing plans and policies.
 - b) opinions of public officials of Vacaville, Solano County, and the Association of Bay Area Governments and of citizens and civic leaders in the Vacaville community.
2. Development of a set of alternative scenarios reflecting different assumptions for population growth, economic development, land use patterns, and city development policy.
3. Choice of a "best alternative" from among these alternatives and formulation of a set of growth management goals and principles.
4. Development of a growth management system capable of implementing the desired growth management goals and policies of the City.

II. GROWTH RELATED PROBLEMS AND PUBLIC ATTITUDES

From the Community Questionnaire, the deliberations of the Growth Management Committee, and the reconnaissance conducted by the consultants a series of growth-related problems emerged which were widely recognized in the community. These problems can be classified as follows:

- I. Issues which affect growth by setting limits on growth amount or growth rate. The limits may be short-term, i.e. subject to removal by increased investment, or they may be long term or permanent, i.e. constraints set by scarce or non-renewable resources.



Map 1: Vacaville Study Area

A. Constraints which can be overcome subject to fiscal policy and willingness to spend public funds.

Domestic water storage and distribution capacity

Sewage collection and treatment capacity

School capacity

Police and fire protection

Streets, sidewalks and traffic management

Open space and recreation facilities

Availability of moderate-cost housing

B. Constraints represented by scarce or exhaustible resources.

Air quality

Water supply

Agricultural lands, especially class 1 and 2 soils

II. Issues which are essentially social or economic:

A. Community character, usually expressed as the desirable small-town feeling of Vacaville.

B. Fiscal issues - the need for bond issues and large tax expenditures to keep up with the needs of rapid growth.

C. Employment - the increased trend toward long distance commuting to jobs, and the lack of balance between population growth and available jobs.

Public Attitudes Toward Growth Issues

There appears to be a very substantial agreement among the people of Vacaville that the recent rapid growth experienced by the City is undesirable. Perceptions vary widely as to the impact of growth, and the nature and degree of opposition vary from one citizen to another, and from one group to another, as would be expected. The degree of consensus, however, is quite high for such a controversial issue. These conclusions have been drawn from three sources:

(1) the Community Congress Questionnaire circulated to virtually all residents of Vacaville area in spring of 1975; (2) the report of the Growth Management Committee which was appointed in January 1976 and reported to the City Council in July 1976; and (3) interviews with Vacaville officials, groups, and individual citizens conducted by the consultants during September and October 1976.

The attitudes and concerns expressed by the people of Vacaville relate directly to the growth-connected problems listed above. In summary, the anti-rapid growth opinions revolve around the following basic issues:

1. The belief that the community is not keeping up with the need for facilities and services and as a result the level of public service is declining for both new and old residents.
2. The perception that the recent rapid growth is changing the character of Vacaville. This is seen both as a loss of desirable small town atmosphere, and as bringing increases in problems, such as crime and alienation, associated with larger communities.
3. The feeling that the physical form of the community is suffering from undesirable sprawl which endangers surrounding open hills and prime agricultural lands, and adds to the costs of many municipal services.

The body of public opinion does not represent a simple-minded desire to reduce or curtail growth, because there are other quite generally held opinions which, while they may not necessarily be dependent on rapid growth, at least add to the complexity of the problem of growth management, and require that any growth-slowing strategy make specific provision for accommodating these concerns: These somewhat countervailing concerns are the following:

1. That Vacaville improve its economic base, especially in the industrial sector, in order to provide more local jobs and increase the tax support of municipal services.
2. That Vacaville continue to provide for the housing needs of all its citizens especially those in the low and moderate income brackets, and
3. That Vacaville may be strategically endowed by location and the availability of land and resources to become a major center and perhaps the major center in the corridor between the San Francisco Bay Area and Sacramento.

Problems with Public Facilities and Services

The feeling that the City is not keeping up with the need for public facilities and services is widely held. The most prevalent dissatisfaction is with schools. Forty-eight percent of the respondents to the Community Congress Questionnaire felt that quality of education was fair or poor and

only 22 percent thought it to be good. An even larger percentage, 58 percent, thought school facilities "fair" or "poor" as against 14 percent rating them "good". The Growth Management Committee reflected this opinion, assigning 83 points, one of the highest values, to adequacy of the school for new development. Many of the citizens to whom we talked emphasized the need for school improvement, pointing out that the recently passed school bonds will only allow the schools to overcome the existing backlog of need, and will not provide facilities for continuing growth. The Growth Committee in its general recommendations included the following:

- . The City and School District must work together to provide joint development, maintenance, and usage of park and school site open space.
- . The School District must work closely with the Planning Staff for student population projections based on subdivision development.

Open space and recreation facilities are also perceived as inadequate and overtaxed. Several citizens mentioned the lack of parks and playgrounds in sections of the City. Seventy-one percent of the respondents to the Community Congress Questionnaire thought parks were "fair or poor" and only 17 percent found them "good". When asked whether new developments should provide parks, 67 percent answered yes and only 10 percent no.

Other public facilities and services which were felt to be under pressure of rapid growth were medical service, especially hospital facilities; storm drainage, water and sewer service and local streets. Eighty-seven percent of the points included in the rating system proposed by the Growth Management Committee related to the adequacy of public facilities and services.

The Changing Character of Vacaville

This concern, although harder to quantify than the preceding one is perhaps the most often mentioned of all the growth-related feelings. As one citizen put it: "I love Vacaville about the way it is, and don't want to see it headed the wrong direction, especially the wrong direction, too fast". Eighty percent of those responding to the Community Congress Questionnaire thought that the rural atmosphere is important to Vacaville and 72 percent felt that the City should encourage the renovation of historical

buildings and homes. This characteristic, however, is recognized as being to a greater or less extent in conflict with some other perceived goals. Various citizens recognized the difficulty of keeping the small-town character of Vacaville while at the same time encouraging the development of new jobs, especially industrial jobs. Citizens were concerned about the changing mix in housing and were concerned that the increase in the number of apartments not be allowed to destroy single family residential areas.

The Growth of Sprawl and the Loss of Agricultural Land and Open Space

The physical form and extent of the City is a concern which contains many elements. The protection of prime agricultural land is seen as a vital goal by many persons. It is the only criterion proposed by the Growth Management Committee for penalty points. Individual citizens often mentioned this concern, emphasizing the need to keep residential expansion out of Vacaville and Pleasant Valleys, and to direct it toward areas less desirable for agriculture. Open space in and around the City is another dimension of this concern. Over 70 percent of those responding to the Community Congress survey favored more open space and the preservation of the natural creeks. Many citizens suggested the desirability of filling in the by-passed vacant lands before extending the City further, and the concept of sequential development was stressed by the Growth Management Committee. Preservation of downtown Vacaville as the City's major shopping and service center was desired by many persons with whom we spoke.

Improvement of the Economic Base

We previously mentioned three concerns which tended to qualify the community's strong desire for slowed and managed growth. The first of these is the desire for a stronger economic base. Increased jobs for local workers, more tax income to support City services, and a reversal of what many see as a tendency for Vacaville to become a "bedroom community" are all motivations for this concern. Seventy-four percent of those responding to the Congress study indicated a need for more jobs in Vacaville, and 62 percent answered "yes" to the question, "Are you willing to accept the possibility that new industry may cause a need for more housing in Vacaville".

Several of the persons interviewed pointed to the recent special census showing the large number of Vacaville workers commuting out of the City to work as being an undesirable trend and emphasized the need for a parallel development in population and work opportunities. A policy which might tie population growth to growth in employment opportunities was recognized as being difficult to implement but the reduction in highway traffic, energy consumption and smog production which would result from less commuting, especially long distance commuting, were seen as positive goals.

Low and Moderate Income Housing

Many persons who otherwise supported the objective of a reduced growth rate were concerned that the management system not result in pricing many Vacaville citizens of low or moderate income out of the housing market. Many Vacaville people felt that this result could occur in two ways: (1) raising quality standards to a degree that would substantially add to costs, and (2) reducing housing production, thus creating an artificial scarcity and driving housing prices up through the law of supply and demand. Although there seems to be little awareness of overt discrimination in Vacaville based on responses to the Community Congress questionnaire, 44 percent of those responding saw a need for more low-cost housing in Vacaville. The Growth Management Committee recognizing the possible implications of growth management for housing costs recommended an allocation of bonus points in its system for "The provision of low and moderate income dwelling units". Several citizens with whom we spoke observed that the provision of low and moderate rent housing would probably only be possible with increased density and warned of the need in a management system of provisions to prevent the formation of low income ghettos on the one hand, and the adverse impact of high density units on existing neighborhoods, on the other. The conservation of the existing stock of older housing was recognized by several of those interviewed as vital to meeting the moderate-cost housing need.

Vacaville a Future Regional City

Discussion of this issue often arose in relation to the question of ultimate size of Vacaville. There are those in the community who feel that present values and character cannot be maintained if the City grows beyond an ultimate size which was often seen as something less than 100,000 people.

Others pointed out Vacaville's obvious locational and developmental advantages, feeling that these could logically lead Vacaville to become a major commercial and industrial city in northern California and the biggest city between the bay cities and Sacramento. These latter people therefore opposed any suggestion of an optimum size of holding capacity for the City. They felt that the concentration should be on a rate of growth that would permit the City to provide and maintain satisfactory services and a quality of development which would guarantee a pleasant and healthful city at whatever size was ultimately achieved.

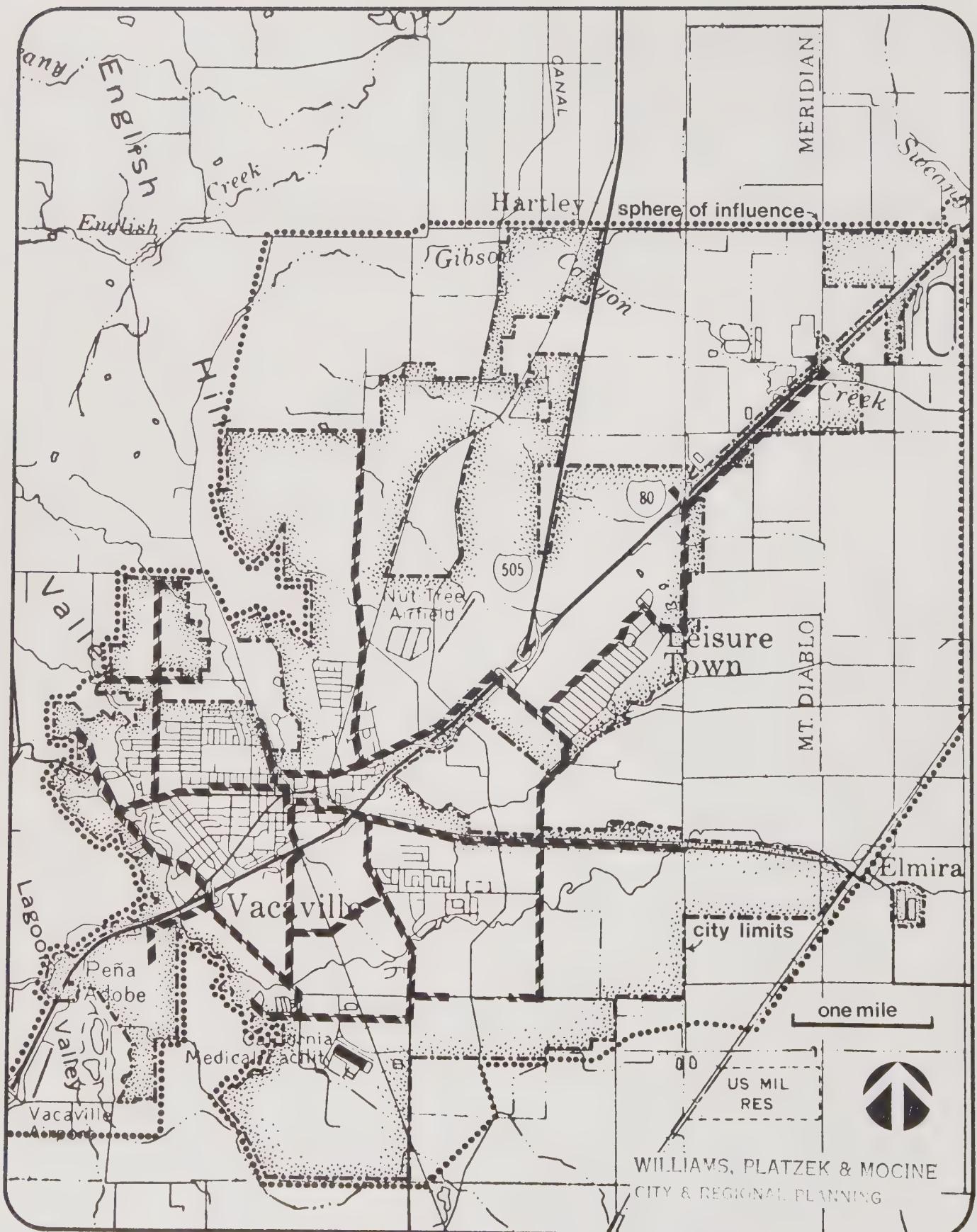
III. PHYSICAL SETTING FOR DEVELOPMENT

The physical setting which must accommodate and support whatever growth will occur was discussed in detail in the Reconnaissance Report delivered to the City and dated November 1976. The spatial form of the future Vacaville will be determined in large part by three sets of constraints: (1) the location and extent of major infrastructure, particularly water supply and sewage disposal nets; (2) the existence of inherent physical characteristics such as flood plains, seismic zones, and steep unstable slopes, and (3) public policy regarding settlement, such as protection of prime agricultural land, and slope and ridge protection policies. These constraints are shown on the following series of maps:

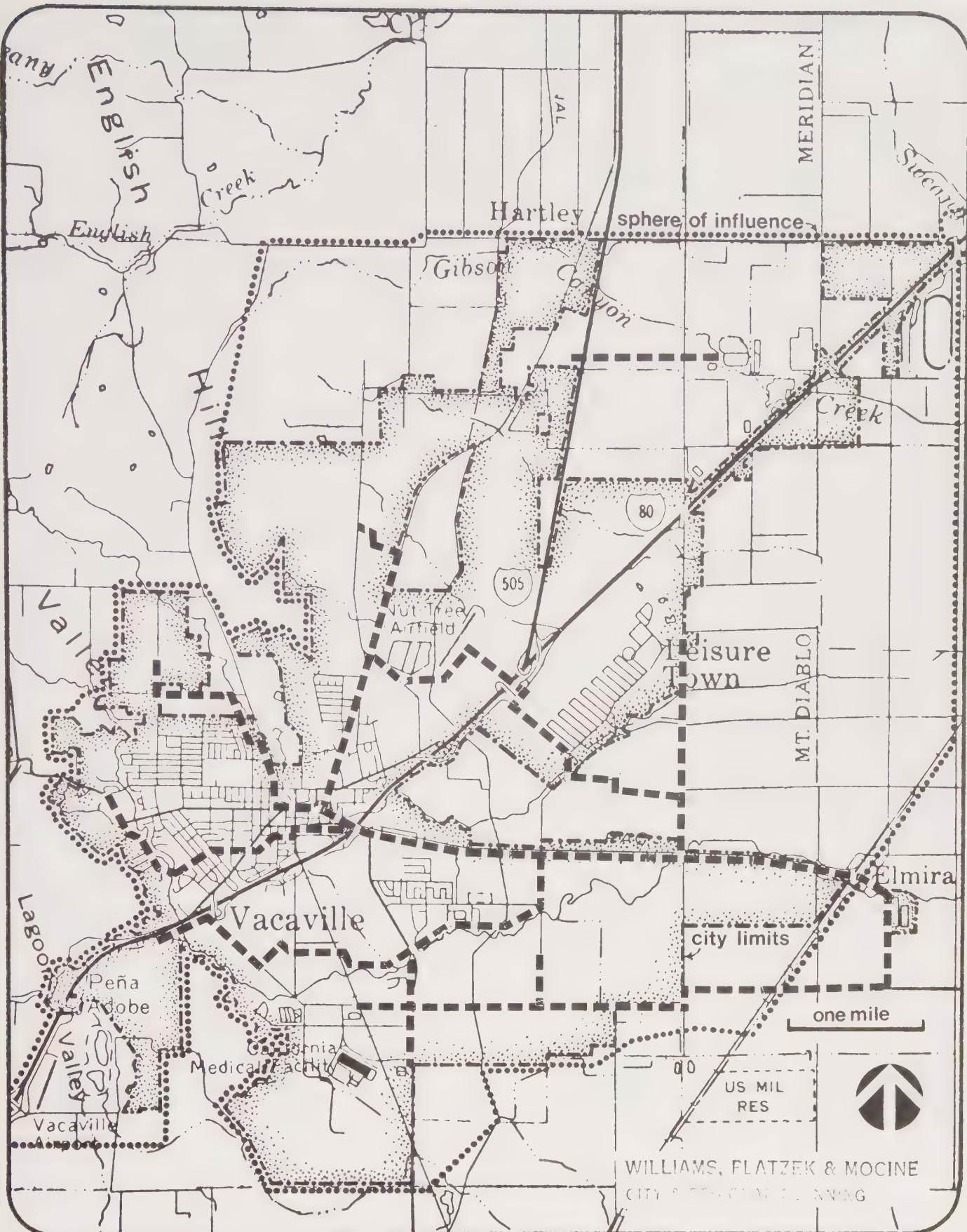
- Arterial Water System
- Arterial Sewerage System
- Urban Development Constraints
- Environmental Hazard Constraints
- Geologic Soil Units

IV. SCENARIOS AND MODELS

Having examined existing conditions and trends, public attitudes and desires, and the factors affecting the physical dimensions of the future community, the next step was to explore the nature and extent of future



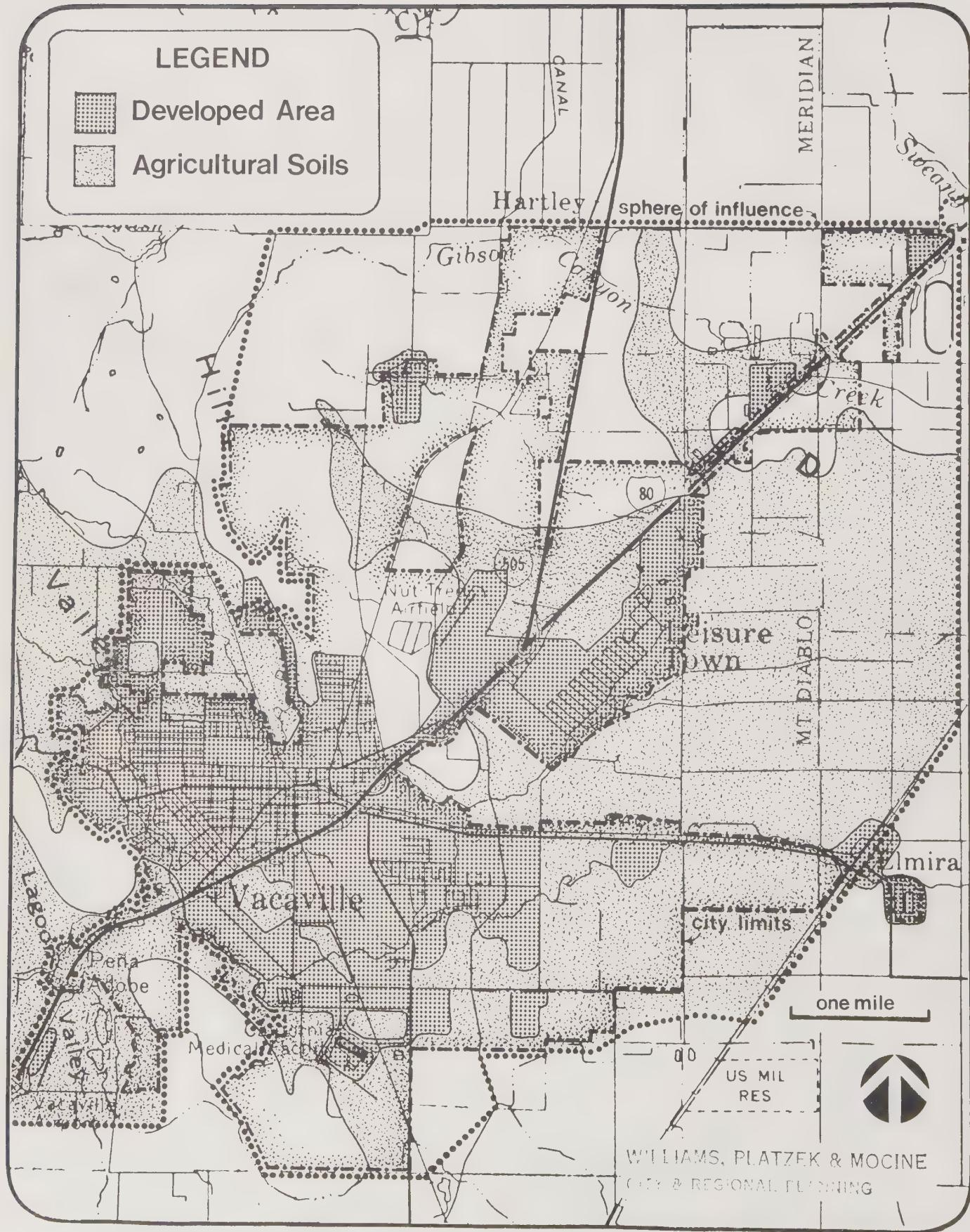
Map 2: Arterial Water System



Map 3: Arterial Sewerage System

LEGEND

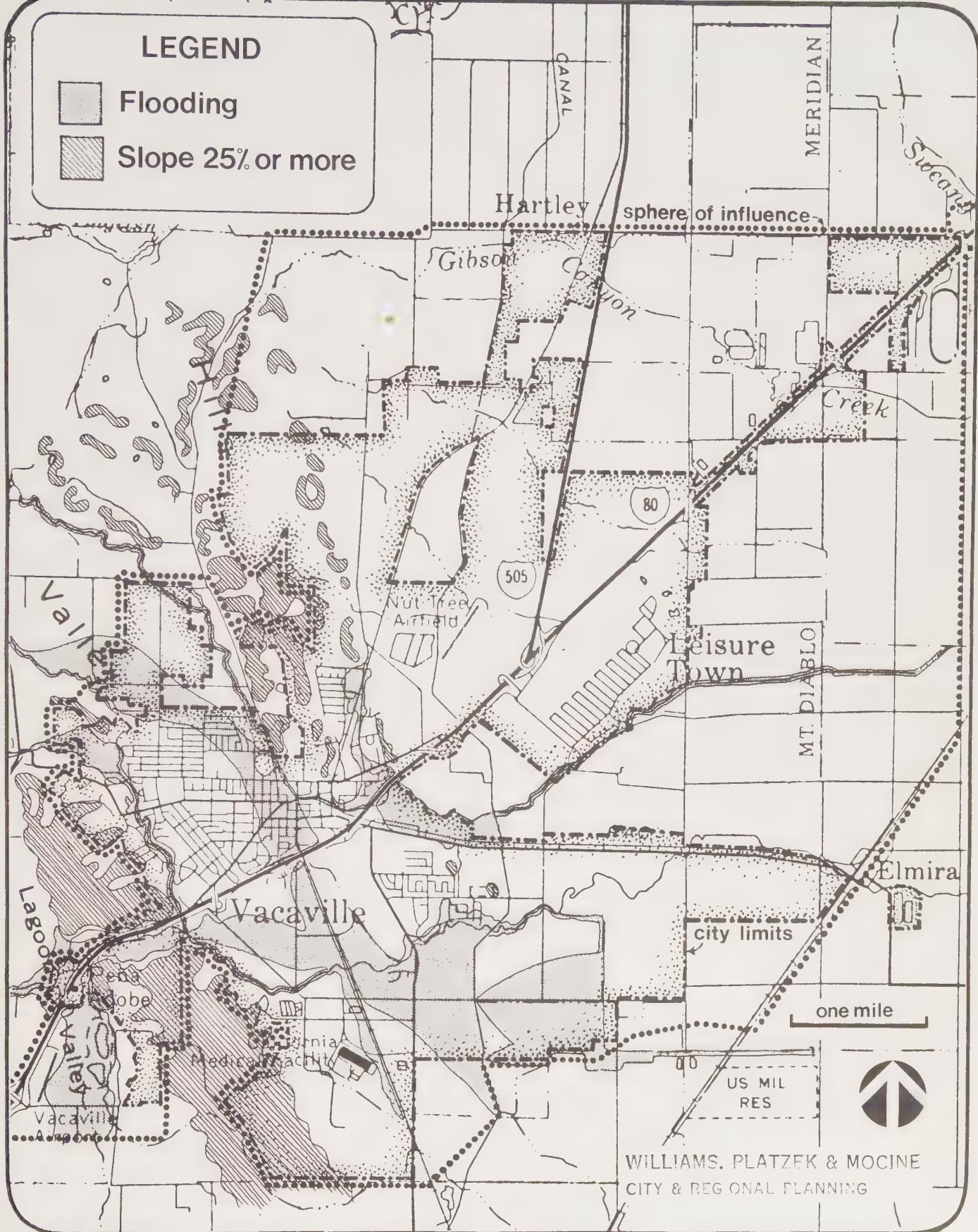
- Developed Area
- Agricultural Soils



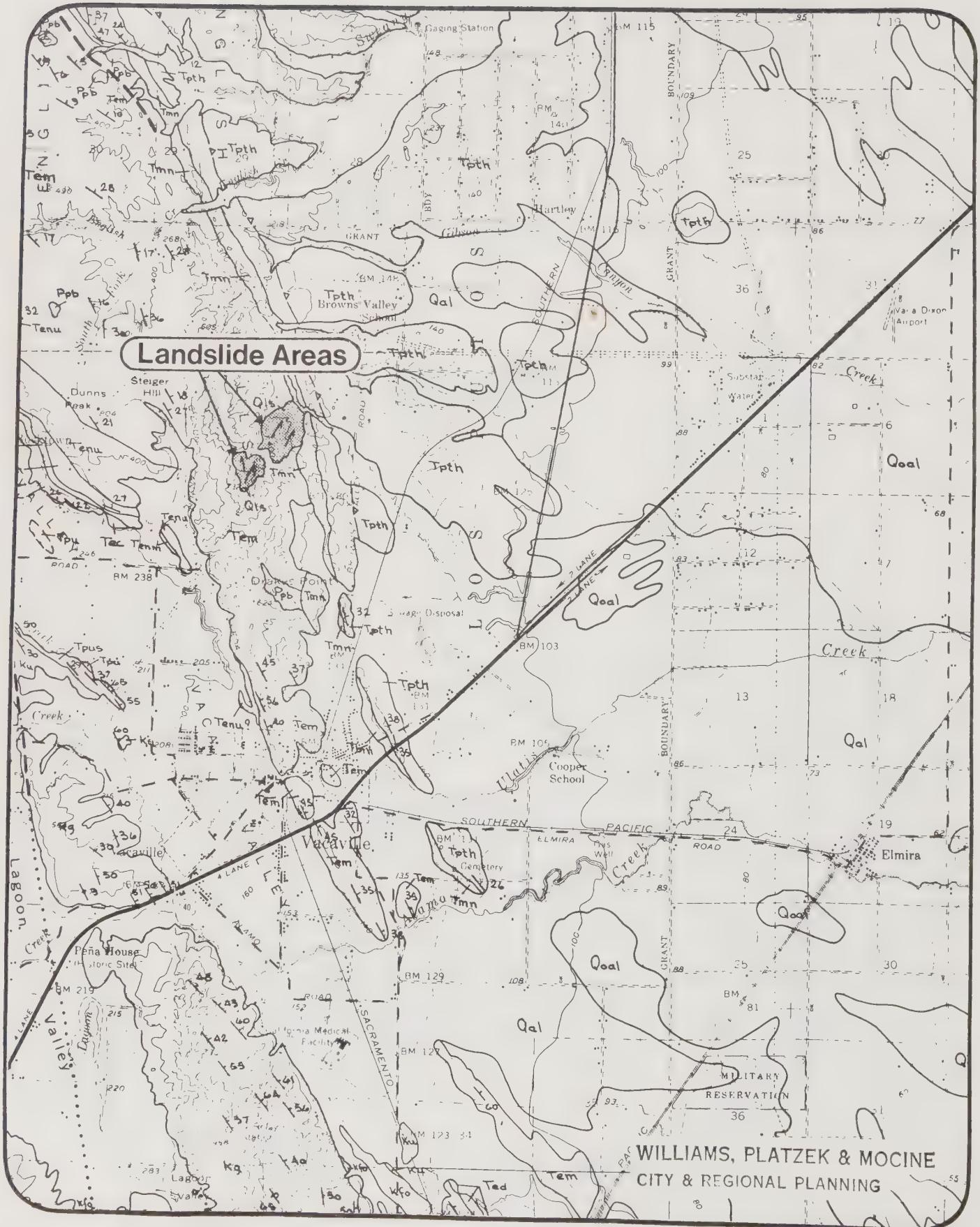
Map 4: Urban Development Constraints

LEGEND

- Flooding
- Slope 25% or more



Map 5: Environmental Hazard Constraints



Map 6: Geologic Soil Units

development under different sets of public policy assumptions. For this purpose, a series of population scenarios, identified as A through E, and a set of spatial scenarios identified as I, II, III, and III-a were worked out. These projections are included as Appendix C.

The Population Scenarios

In general the population scenarios reflect an increasingly rigorous degree of public control beginning with an essentially laissez-faire attitude in Scenario A which produces a Vacaville population of 99,400 people in the year 2000, to Scenario E reflecting a very stringent growth limiting policy commencing in 1979 and resulting in a Vacaville population of 68,315 in 2000. After intensive discussion of factors such as the feasibility of the needed control mechanisms, the fair-share responsibility of the City toward regional and county population increase, and the subjective evaluation of the ultimate (year 2000) population in terms of quality of life and economic opportunity, Scenario D was selected as the basis for further study. This scenario reflects a strong but realistic growth control, gradually phased in between 1977 and 1980, and results in a Vacaville population of 83,920 in the year 2000. Scenario D was subsequently revised as shown on page 64 to reflect the actual numbers of units presently in the City's phasing system. Revised Scenario D shows a population of 89,370 people in Vacaville in the year 2000. The population of Vacaville as a percentage of Solano County would increase from 12.6 percent in 1970 to an estimated 23.6% in 2000.

The Spatial Scenarios

Four spatial scenarios were then developed using different assumptions as to land use policy, and combining different population figures from the above group. These exercises are shown on pages 66 to 69. In addition to reflecting different numbers of population to be accommodated, they reflect different mixes of dwelling density types and different public policies regarding agricultural land protection, hillside development and infilling.

The Vacaville Urban Development Models

Finally, to test out how two possible sets of population and spatial projections might actually appear on the ground, the City was "grown" by five year increments beginning with the land use pattern current in 1977. For this process the policies and assumptions of the scenarios were applied as logically as possible to the land area of Vacaville, being guided by existing zoning where possible, and using up closer-in land before proceeding to more outlying areas. School, park, and shopping requirements were calculated for the growing population, and sites for these requirements were set aside as growth proceeded. The maps on the following pages reflect this growth exercise for Population Scenario D revised, combined with Spatial Scenario III. This combination was judged most responsive to the needs and desires of the Council and the community, and was therefore selected as the policy basis for the growth management system.

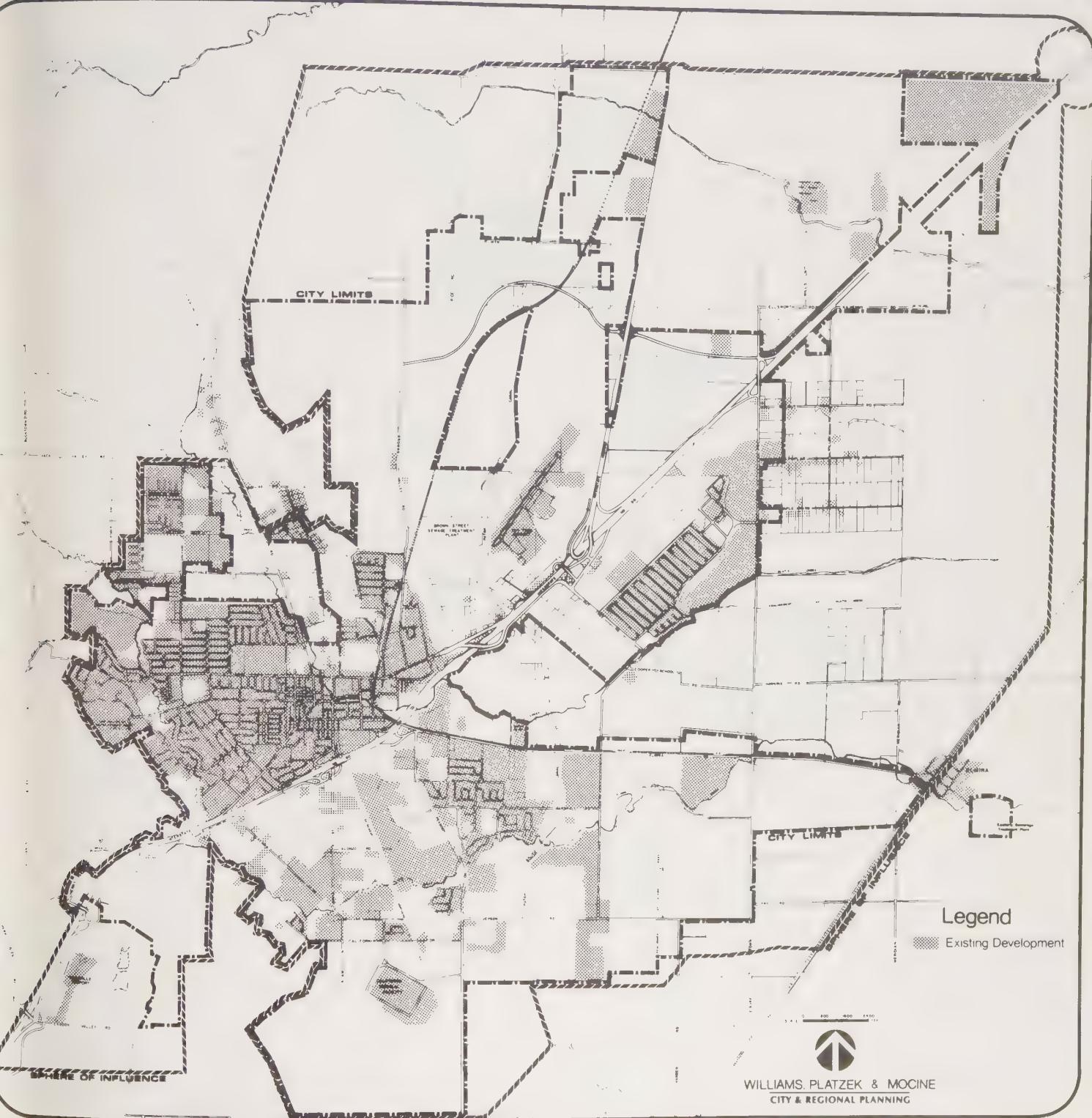
V. REVIEW OF MAJOR SYSTEMS OF GROWTH MANAGEMENT

Having agreed in principle on a numerical and spatial pattern for future Vacaville growth, the Council and consultants next turned to a review of alternative approaches to a control methodology.

Growth management has become a widely practiced and much discussed subject of public policy during the past decade. Various strategies have been employed, directed at similar but somewhat different goals. The principal strategies appear to fall into the following seven system types. Often two or more of them are used together.

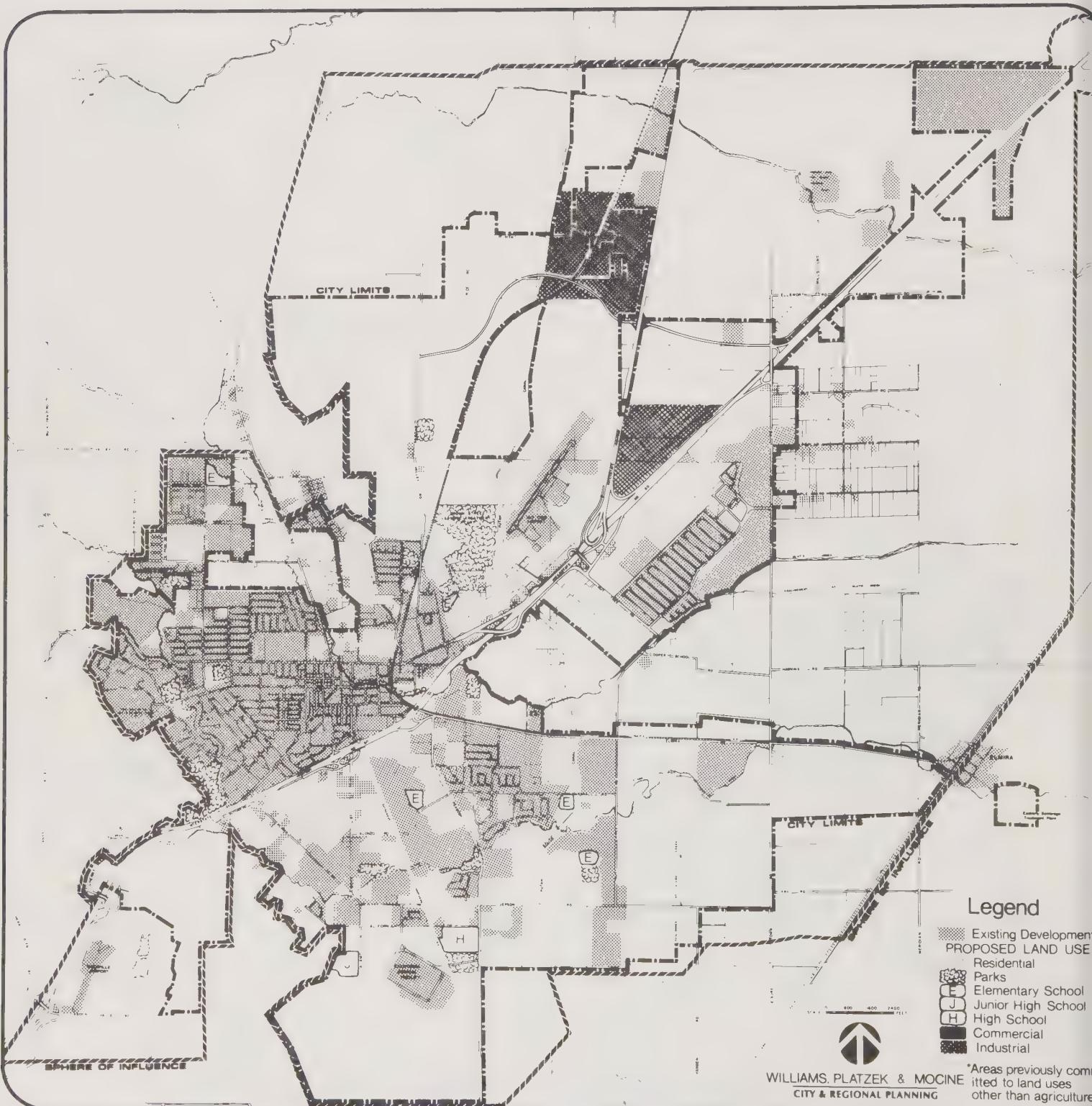
1. The service extension system. This system depends on phased extensions of municipal facilities and services to govern and limit growth. Usually this system is tied to a capital improvement program and budget. It sometimes includes a "buy-in" provision whereby persons owning property outside the reach of services and therefore barred, at a particular time, from development, may be granted permission by advancing the costs of the necessary extensions. The system works best where the municipality or county is in control of all or most necessary facilities and services, and where alternative sources of service are not available.

Vacaville Growth Management Study



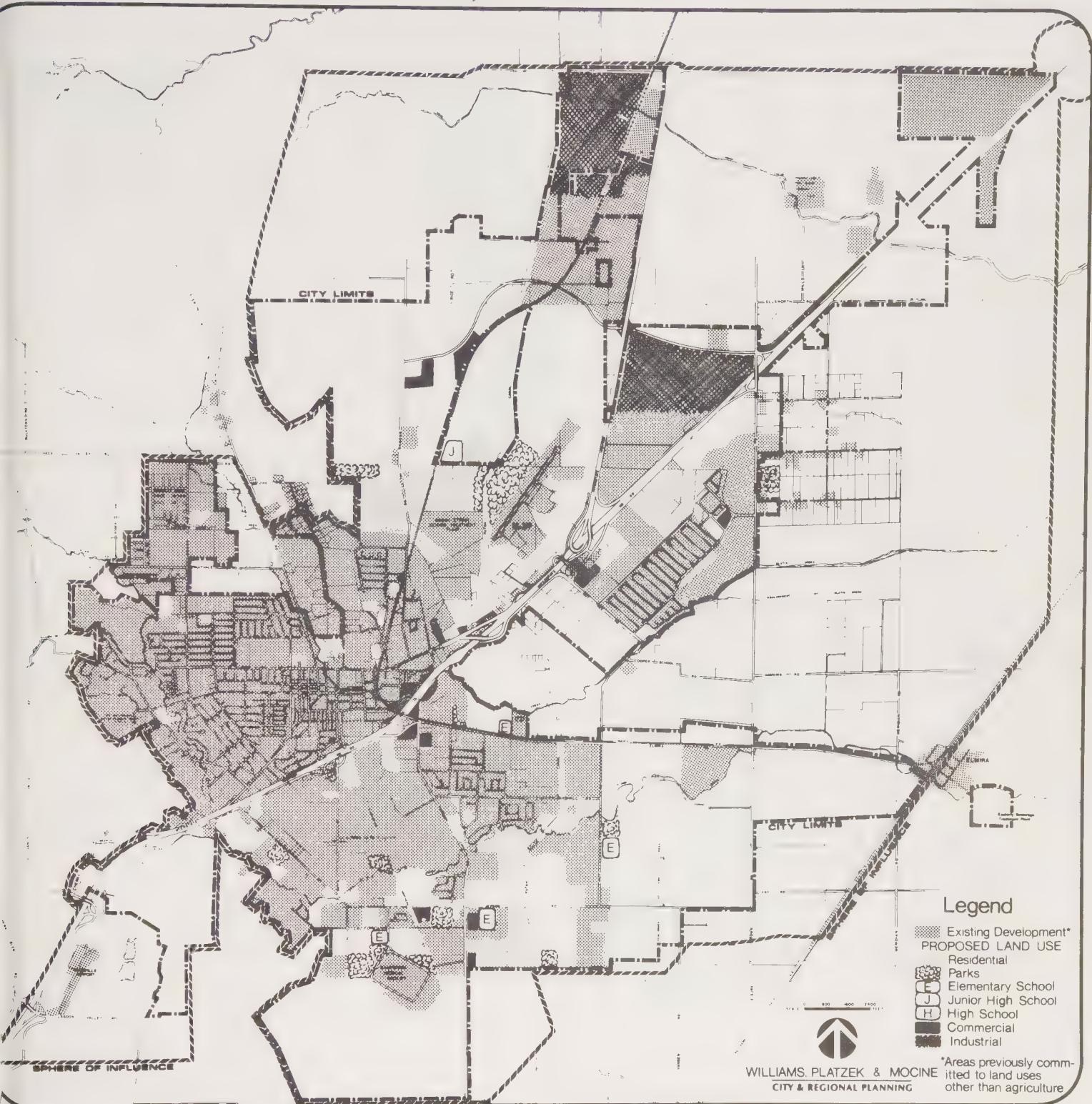
Map 7: 1975 Existing Development

Vacaville Growth Management Study



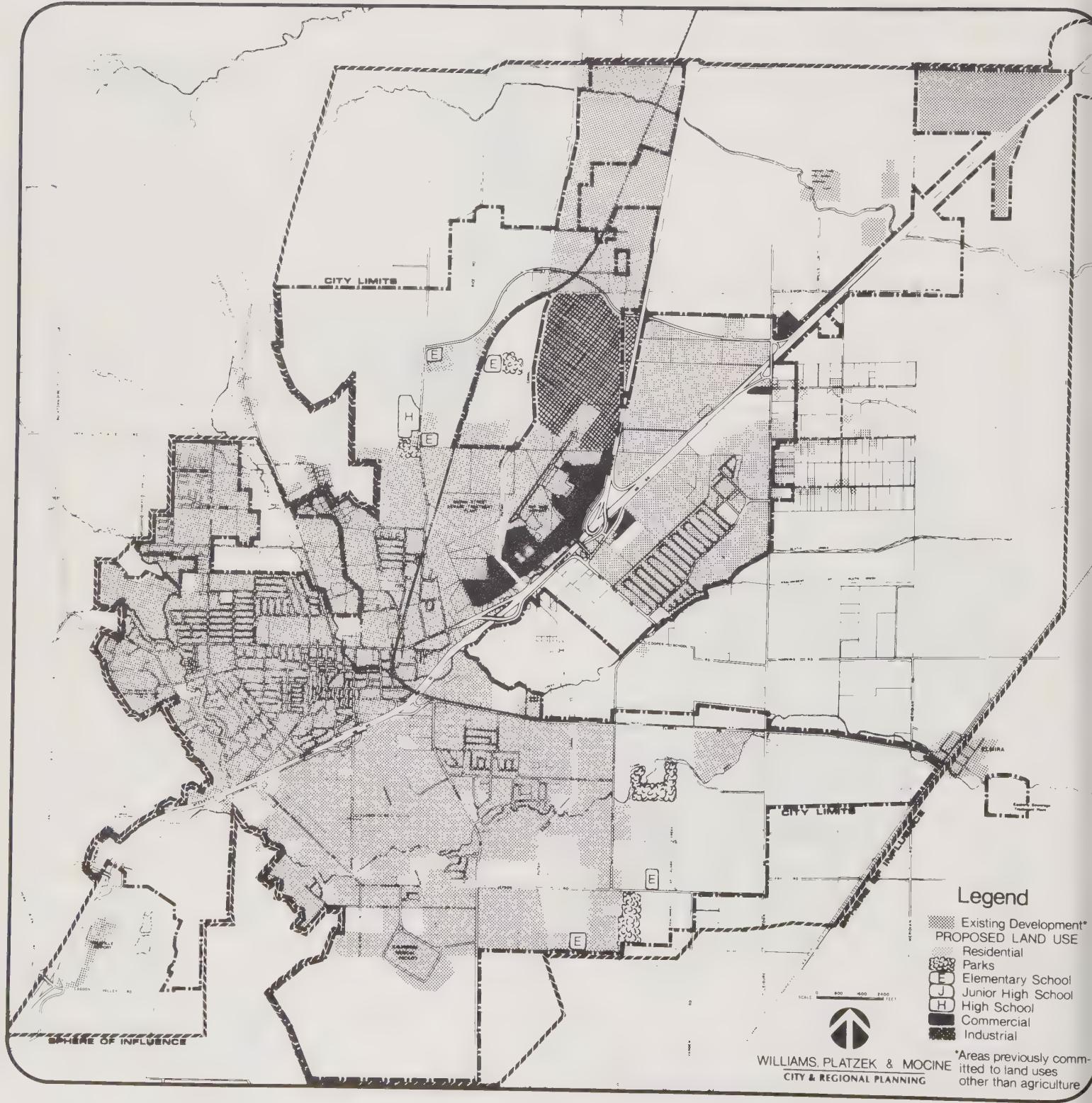
Map 8: 1980 Scenario

Vacaville Growth Management Study



Map 9: 1990 Scenario

Vacaville Growth Management Study



Map 10: 2000 Scenario

Where substantial excess capacity has already been installed, the system is not very effective, or its effectiveness is delayed until the capacity is used up. Examples: Ramapo, New York; Livermore, Fresno County, California.

2. The connection fee system. This system relies on heavy construction fees, covering all costs of service extension, to dampen growth rates. In the recent period of high demand for housing it has not proven very effective. It also has the tendency to sharply raise the costs of housing. Examples: Boulder, Colorado.
3. The large-lot low-density system. This system operates in the same manner as number 2, by increasing the cost of housing and thereby reducing the market. Also, by reducing density, it decreases the population which can be supported on a given area of land. This is one of the oldest strategies, and has been widely used in the east as well as in California. It can be quite effective, but at the cost of creating an elite community. Some state courts have struck down such systems as being discriminatory, but the California court recently upheld the Town of Los Altos Hills as a predominantly high cost single-family community. Examples: Los Altos Hills, Monte Serreno, Palos Verdes Estates.
4. The greenbelt purchase system. This system seeks to put an ultimate limit on urban size by providing a publicly-owned greenbelt around the community. The strategy has been most widely employed in England and one of the best known examples is the city of London. Few communities are in a position to purchase all the land necessary to secure absolute control, but several have been moderately successful with selective purchase of green belt space. Although some communities have sought to accomplish the same end through zoning, the court recently ruled in the case of Palo Alto that the community could not hold land out of development by zoning, if it was logically located for urbanization, and had little or no other economic use. Examples: London; Boulder, Colorado; Palo Alto, California.

5. The numerical quota system. This system relies on the establishment of a specific number of units which may be built annually in the community. Usually the annual quota is related to several policy objectives such as diversification of housing, provision of low-cost housing, improvement of development quality, etc. The quota is also generally related to a long or intermediate range plan. The system raises issues of equity, regional responsibility, and exclusionary impact, requiring that the design and operation of the system specifically address these issues in order to avoid arbitrary and undesirable effects.
Examples: Petaluma, Davis, Marin County, California.
6. The ultimate growth-limit system. This system, like the green-belt system, seeks to set an ultimate size for the community and is more interested in ultimate population size and extent than in rate of growth. It operates by setting what are intended to be permanent zoning districts providing a development capability which when fully "built-out" will only permit the City to reach its planned final population. In the two examples known to us, it has the effect of severely restricting or eliminating higher density development and therefore tends to raise prices and be exclusionary. It also depends on future commitment, the wisdom and political feasibility of which only history will be able to demonstrate. Examples:
Boca Raton, Florida; Alameda, California.
7. The urban limit annexation/zoning system. This system is usually employed by counties and operates through a county-wide network of phased urban development boundaries. Its success depends on a high degree of consensus and cooperation between county government, municipal Government and the Local Agency Formation Commission. The urban development boundaries govern county and local actions including annexations, zoning, and service extensions. This system is designed to control the location and timing of development rather than its quality, rate, or ultimate extent. With a high degree of county-wide consensus on development goals, the system can be effective and useful.
Examples: Santa Clara County, Marin County, California.

VI. THE POLICY FRAMEWORK FOR THE THE VACAVILLE GROWTH MANAGEMENT SYSTEM

As a framework for the actual design of the management system it was necessary to consider and decide on a number of relevant issues. These can be grouped under five general headings:

1. City size and rate of growth.
2. Spatial character and extent.
3. Community character and amenity.
4. Social policy.
5. Economic base.

Issues of City Size and Rate of Growth

1. What is considered an optimum population for Vacaville in the year 2000?
2. How should Vacaville relate to surrounding communities in terms of growth rate?
3. What proportion of Solano County population should be in urban areas? -- and what proportion in Vacaville?

These are questions of civic responsibility, i.e., what is a "fair-share" of development in relation to the growth of Solano County and the ABAG region? Proposed new state guidelines for the housing element will require metropolitan agencies in California to set "fair share" guidelines for low and moderate income housing in each region. A counterpart estimate of total growth share has not been made. It is felt that the projections shown in the population scenarios are responsible in terms of Vacaville's doing its share. They range from 18 percent to 26 percent of Solano County population in Vacaville by the year 2000, up from 16 percent in 1975. The Council considered that 26 percent is too high a figure and that 18 percent may be too low. Considering all the population scenarios, the Council agreed upon Scenario D as revised. This projection showed Vacaville increasing from a population of 30,122 representing 16 % of Solano County population in 1975 to 89,370 representing 23.6% of the projected county population in the year 2000.

The fact that urban population grows as a proportion of county population reflects the desirable county policy that population growth should occur in urban centers. Thus, the urban places will grow faster than the county as a whole and will represent an increasing proportion of total county population at least for the foreseeable future. The projection figures should be seen as very tentative for the latter ten to fifteen years of the period. All figures in the scenarios are based on assumptions that present trends in family size and fertility rates, and trends in east-west and rural-urban migration will continue. Wars, disasters, or major changes in the economy or the life-style habits of the population could change the figures either up or down. A growth management system must be based on some quantitative population growth objectives, but these must be recognized as being tentative. Regular review and possible modification of numbers goals must be built into the system.

Issues of Spatial Character and Extent of Development

1. What principles should determine the choice of an optimum future development pattern for Vacaville?
 - a. Compact and continuous growth with little or no "leap-frogging"?
 - b. Protection of prime agricultural lands against urbanization?
 - c. Protection of all land in viable agricultural use regardless of quality?
 - d. What use should be made of hillside lands? Should special controls govern these areas? Should ridge lines receive special protection?

A population figure for a community is only meaningful when related to a territory. What territory should be considered for Vacaville: The present City limits, the present sphere of influence, or some greater area? The various population models show that the acreage included within the sphere of influence is adequate to accommodate even the B-II population at quite low densities. The question, therefore, is really how much of the sphere of influence should be urbanized by the year 2000, and what criteria should govern that decision?

First there are questions of land capabilities and constraints. These are set out on the constraints maps numbered 2 thru 6. Some of these decisions seem obvious: Flood channels and flood plains should be avoided in so far as possible. Areas prone to land slides should be left alone. The questions of whether to urbanize class I and II soils is more problematical, but it appears that there is substantial agreement among Vacaville citizens and the City Council that these agricultural resources should be preserved. The frame of open, rolling hills to the north, west and south of Vacaville is one of the most attractive features of its natural setting. There appears to be general agreement that these lands should remain unoccupied or if developed, the density should be kept very low and site plans should be subject to review.

2. What principles should govern density of development and housing mix?

Vacaville is now predominantly a low-density community with a majority of development at about 4-½ units per acre.

- a. Should this pattern continue or is there a desire for increased variety?
- b. If variety is to be increased, should it be in the direction of more low density development, more high density development, or both?
- c. Is there a market for higher density single-family units of condominium and town-house type as distinguished from multi-family rental units?

This is one of the most important policy questions facing the community. As the models indicate, the decision about density can make a substantial difference in total amount of land occupied, and also in the character of the community. There is widespread concern about the increasing homogenization of the City. Of course some increase in variety can be achieved by emphasizing lower density development. There is a need for an increase in larger lot projects, but we believe that there should also be a deliberate move toward smaller lot development. There are several reasons for this opinion. Large lot subdivisions are high land-consumers. They increase miles of street and utilities per house and also

increase the use of scarce resources including energy for travel and water for garden irrigation. For all of these reasons larger lot tracts will almost certainly be more expensive than the present 4½ D.U./acre pattern. More intensive use of land can be achieved by more multi-family construction, but there is also the possibility of well designed owner-occupied projects at densities substantially higher than 4½ units per acre. Town houses with common walls, patio houses built around common open spaces, condominium projects of various patterns, and even carefully designed projects with 5,000 sq. ft. lots instead of the usual six are all feasible alternatives. Densities up to nine or 10 D.U./acre will result in very substantial economies of facilities and services and more efficient use of land, energy, and water. Such accommodations can be very attractive to the increasing segments of our population that are without children or have only infants or grown children. Because of economies in use of land and construction, such units may be offered at somewhat lower costs as compared with standard single-family dwellings. Good project design can offer such amenities as common open space, shared recreation facilities, increased security, etc. A given proportion of single family residential development at increased density therefore appears to be a desirable objective. It seems likely that left to itself, the market will continue to produce mostly standard 4½ units to the acre houses, unless inducements for other patterns are built into the control system. If the community is to intervene in the market it must be done carefully and consciously. Design standards will need to be set. Distribution of such units will need to be planned in order to promote variety and avoid high-density concentrations.

3. Is the enhancement of the central business district a valid objective of spatial growth management?

Vacaville today has retained the primacy and vitality of its central business district. No regional shopping center on the fringe of the City or just over the City limits has subjected the central business district to ruinous competition. The reconnaissance report shows that despite a low share of the important automobile business, Vacaville's per-capita sales compare favorably with other cities in Solano County. Conservation and enhancement of the central district may be supported by the City's

growth and development in several ways. First, the centrality and accessibility of the central business district can be one criterion for decisions as to where and how the incremental growth of the City should take place. Growth which sprawls out too far from the center will almost surely bring pressure for new competitive commercial development. Of course properly located neighborhood shopping districts must and should be provided - it is the new and competing major shopping area that is of concern. Second, the intensification of land use surrounding the central district and the conservation of the existing older residential areas will help to insure a good number of customers conveniently related to the central business district. Finally the improvement and protection of the central business district itself can be an important planning objective. Well located parking, good access, adequate sign controls, improved amenity in the form of pedestrian facilities, plantings, shade and adornment are all achievable.

Issues of Community Character and Amenity

1. What environmental amenities are considered important?
 - a. Open space as a feature of future developments, i.e., parks and playgrounds, use district buffers, bicycle and walking trails?
 - b. Usable private open space, especially in higher density single-family and multiple developments?
2. Should there be a concentration of higher density units in particular parts of the community, especially close in to the central district?-- or should higher density units be a planned part of all or nearly all new developments?

Environmental quality is a major concern of Vacaville people as indicated by the responses to the questionnaire, the recommendations of the Growth Management Committee, and discussions with citizens and Council. Quality of community character and amenity relates to many dimensions of development. Among the more important and the most directly related to growth management are the following:

- a. Open space as a frame for community development is important to the identity of Vacaville. Protection of major oak-clad ridges and intensively farmed agricultural land is a generally agreed objective.

- b. Open space within the community is equally important, and can include several types: public parks and playgrounds including school grounds; linear open space along creek and canal banks and other open spaces available for walking and cycling; open space as a setting for buildings and as a buffer between uses; usable open space within projects available for use of residents; and individual usable private open space connected with a dwelling unit.
- c. Harmony and variety of physical development. These values relate to the mix of dwelling types and their distribution in the community; the scale and proportion of buildings for various uses; the treatment of traffic facilities including off-street parking areas; the control of signs and commercial display.

Issues and Social Policy

- 1. There should be special provisions to insure the construction of moderate and low cost housing such as:
 - a. An incentive system, i.e., density bonus, or special points in phasing system.
 - b. Provisions to encourage a mix of moderate income housing in all neighborhoods.
 - c. Use of City resources, i.e., community development funds, or tax funds, to increase the supply of moderate income housing.
 - d. Other actions, such as establishing a housing information center, and relaxing regulations against add-on second units.

These provisions are critical to the management system. For both ethical and legal reasons the system must not be permitted to result in pricing substantial segments of the community out of the market. Because a management system by its nature tends to reduce supply in proportion to demand, it will tend to make the price of the remaining supply go up; the management strategy must recognize this fact and attempt to compensate in a socially acceptable and effective manner.

- 2. What steps should be taken to conserve the existing stock of older housing?
 - a. Code enforcement program?
 - b. Neighborhood rehabilitation program?
 - c. Rezoning and other steps to reduce demolitions?

In any strategy to insure the continued supply of low-moderate income housing in Vacaville, the preservation and use of the existing stock of older housing in the City is fundamental. There are three aspects of this problem: first, the stock of usable older housing must be protected against demolition and displacement for other, less socially necessary uses. The zoning ordinance and the General Plan should be examined to determine whether public policy is presently adding to the pressure to destroy usable older housing. Second, encouragement should be given to the conservation and maximum use of the older housing stock. Codes and ordinances and tax policy may be exerting pressures which discourage or even prevent adequate maintenance. The City must not only remove these negative pressures, whenever possible, but the Housing Center, referred to above, could function as a source of information and assistance for owners wishing to improve older properties. Third, older housing often is less attractive because of its surroundings. Mixed land uses, unnecessary traffic filtering through local streets, lack of street trees and open space, and poor public maintenance, contribute to the feeling that the neighborhood is simply marking time until new uses replace the housing. A commitment to the continued use and maintenance of the neighborhood as a place for families to live should be reflected in the total neighborhood environment.

Economic Issues

1. One objective of the growth management program should be the maintenance or improvement of the economic base of the City.
2. The system of fees and connection charges should be designed insofar as possible to make new development pay its own way, provided that the practice is not carried to such an extreme as to price substantial segments of the population out of the market.
3. Schools appear to be one of the most costly of the services related to growth, the City Council and the School Board must work together to insure adequate planning of school construction and to insure the practice of economies consistent with a quality education.
4. Significant economic indicators should be monitored and the results used as one of the criteria for calibrating the management system.

There are several ways in which economic activity relates to the social and environmental health of the community. Most fundamental is the tax income of the City. Connection charges may more or less assure the ability to make the necessary capital investments associated with growth, but the operation of the services, once in place, depends upon tax income. Residential taxes alone, except perhaps for the most expensive units, will not generally support adequate public services. Periodic review of economic data could give some indication of whether residential quotas should go up or down or remain stable in the ensuing period in order to maintain for the community an optimum economic base. With the decision of the federal government to take a census every five years, a bench mark could be established at that interval; local collection of data could provide a more frequent and finer check.

The need to monitor the economic condition of the community becomes more pressing because of the existence of a growth management system. Attention solely to residential growth could result in Vacaville becoming primarily a bedroom community with the serious financial problems that that change might produce. There is also the need for an active low-cost housing program to insure the social balance of the City. Such a program will cost money. The attempt to make each individual new residential area "pay its own way" will further unbalance the community in favor of high-income families. Economic growth and economic balance should be one basic objective of the growth management system.

VII THE GROWTH MANAGEMENT SYSTEM

The alternative population and spatial growth scenarios described above, and the community development issues outlined in the preceding section, were thoroughly explored by the City Council in a series of meetings with City staff and consultants over a period of several months. The result of these deliberations was the formulation of the following growth management system. The system will be implemented through an ordinance setting

forth procedures and requirements of system operation, and a resolution, adopted annually by the City Council, establishing the annual quota, the evaluative criteria, and the relative weights to be awarded to each criterion. The ordinance is based on the following structure:

I. OBJECTIVES

The Growth Management System of the City of Vacaville is designed to promote the following objectives:

1. Produce a controllable and more-or-less predetermined rate of growth;
2. Permit control over the location and density of growth;
3. Encourage improvement in the quality, variety, and provision of amenity in residential construction;
4. Be responsible on a county and regional level in terms of accommodating a fair share of all growth, and a fair share of low-moderate income population.

II. SYSTEM STRUCTURE

The system is comprised of the following steps:

1. Annual review of city development to determine availability of facilities and services, demographic and economic changes and annual review of performance of developers holding allotments.
2. Establishment of a growth quota to apply to all residential construction with certain exemptions as set forth below. The growth quota will be firmly set for the first year and tentatively set for the ensuing four years.
3. Establishment and publication by the City Council of the criteria by which each developer will be evaluated in applying for an allotment under the quota, and setting the deadline date for application.
4. Prescribing the form and content of the application for an allotment and/or reservation.
5. Review and evaluation of applicants' proposals by the city planning staff and Planning Commission, award of allotments and reservations, and report to Council.

6. Final review of appeals and certifying of allotments and reservations by City Council.
7. Securing of building and other permits by holders of allotments, building construction and monitoring of failure to perform.

This system is intended to be a continuous one in which the steps listed herein will be repeated each year.

Notes: From among the five general approaches to controlling growth discussed in Part V on pages 16 thru 22 of this report, the City Council chose number 5 the Numerical Quota System to be ultimately combined, through the annual City review process, with number 1 the Service Extension System. The Council felt that this combination of control mechanisms would be the most effective in achieving the objectives listed on page 31, particularly objectives three and four.

III. ANNUAL REVIEW OF CITY DEVELOPMENT

The City staff in January of each year will conduct the review as outlined below, and prepare a report for the City Planning Commission. The review will include city-wide data as well as data organized by logical sub-areas of the city.

A. Basic Input Data

1) Physical

- . acreage of available land, by zoning classification, at year end
- . land absorbed during the year, by land use type
- . number of new utility connections, water, gas, sewer
- . number of new dwelling units authorized and completed, by type: single family, multi-family (2 to 4), (5 to 12), (13+)

2) Service and Facility Capacity Appraisals

- . The ability and capacity of the water system to provide for the needs of the development proposed for the coming year.
- . The ability and capacity of the sewer system to dispose of the wastes of the development proposed for the coming year.
- . The ability and capacity of the drainage facilities to adequately dispose of the surface runoff of the development proposed for the coming year.

- . The ability of the Fire and Police Departments to provide protection according to the established response standards and building schedule of the City for the development proposed for the coming year.
- . The capacity of the school system to absorb the children expected as a part of the development proposed for the coming year without necessitating or adding to double sessions or other unusual scheduling or classroom over-crowding, and the provision of safe access to the elementary schools.
- . The ability and capacity of the major streets system, including adequate sidewalks, to provide for the needs of the development proposed for the coming year.

3) Demographic

- . Number of school children enrolled, by grade level.
- . Employment and unemployment data (from State).

4) Fiscal and Economic

- . Tax base
 - a) total assessed valuation
 - b) assessed valuation of new structures, by type
 - c) public investments in infrastructure, by type
 - d) City budget data:
 - .outlays for services by type
 - .units of service provided (police and fire calls, etc.)
 - .revenues, by source
- . Retail sales volume (from State).

B. Data to be Developed from Basic Input Information

The direct measures, such as increments in population and dwelling units are to be kept current each year. Insofar as staff time permits, the analyses such as the one- and five-year projections are to be kept up each year.

1) Direct Measures

- . Total population, and incremental growth per year.
- . Number of family units, and annual change in number (from the first two measures, average family size)
- . Numbers of School-age children, and annual changes.

- . Numbers of occupied and unoccupied dwelling units and annual changes.
 - . Size of labor force, and characteristics (sex, age)
- 2) Analyses
- . Cost/revenue analysis of incremental growth in past year.
 - . Cost/revenue analysis of growth projected for next one and five years.
 - . Employment in City by type (if staff time permits, classification employment as to type: basic or non-basic).

C. Environmental Quality

These measures relate to the effects of urbanization and to safety and amenity within the community.

- 1) Measures of air quality at selected locations.
- 2) Measures of noise at selected locations.
- 3) Other assessments/evaluations of the quality of amenity of the environment, in the downtown, the residential areas, parks and open spaces, etc.

D. Review of Developer's Performance

- 1) Actual production of dwelling units for each allotment holder as compared with allotment.
- 2) Identification of any problems or deficiencies together with any extenuating circumstances for each developer.
- 3) Determination of number of units, if any, projected by the quota but not actually constructed.

The staff review will be prepared as a written report to the Planning Commission and will include the data developed in III A, B, C, and D, together with staff recommendations for exact size of the quota for the coming year, and the tentative quota for year five, and any necessary changes of intervening quotas. The staff report will also detail any recommended changes in allotment criteria necessary to overcome growth management system deficiencies, or to improve the operation of the growth management system.

Upon receipt of the staff report, the Planning Commission will set the matter for consideration at a meeting during the month of February. After due consideration, the Planning Commission will, by resolution, recommend to the City Council a quota for the coming year, the tentative quota for year five, intervening quota changes if necessary, and the evaluation criteria to be used in granting allotments for the year. The Commission's recommendation, together with a copy of the staff report, will be transmitted to the City Council before the end of February.

During the month of February, each year, the City Council will hold a meeting with the Board of the Vacaville Unified School District for the purpose of discussing the funding and operating problems of the schools in relation to the City's growth management system.

Early in March of each year the City Council will hold a public hearing on the state of the City and the operation of the management system. The Planning Commission's report on the state of the management system shall be made available to the public.

Notes: The annual review of city development is an integral part of the growth management system. It serves several functions:

1. It permits monitoring of system operation so that the quota may be adjusted up or down as experience indicates.
2. It facilitates discovery of any undesirable effects of system operation thus permitting corrective action to be taken.
3. It provides a regular process for assuring that adequate capacity in city and school facilities exists to accommodate the planned annual growth.
4. It provides a regular and logical occasion annually for public discussion of and involvement in growth management policy.
5. It provides for monitoring the performance of each developer under the system to insure that projected development is actually being accomplished, and that quotas are not being wasted through inaction.

IV. ESTABLISHMENT OF THE ANNUAL GROWTH QUOTA

A. Before the end of March of each year, the City Council will consider the recommendation of the Planning Commission and by resolution: (a) set the firm quota for the coming year, (b) set and add the tentative quota for year five, and any necessary changes of intervening quotas, (c) set the allotment criteria for the coming year, and (d) set the closing date for receipt of applications for allotments for the coming year and reservations for the ensuing year (such closing date shall be not later than April 30th).

The City Council upon the recommendation of the Planning Commission, or upon its own motion may designate one or more quantified subdivisions of the quota which shall apply to particular sections of the community, and/or to particular types or classes of construction. Any such modification of the quota shall be announced at the time the quota is adopted.

The City Council shall not set a quota for the coming year unless it can make a positive finding in regard to each of the capacity criteria listed as III A-1 (a) through (f) herein.

- B. The quota, set as detailed above, will apply to all residential development during the coming year except for the following:
- 1) All remodeling or reconstruction of existing structures.
 - 2) All single family dwellings on single lots of record as of the date of commencement of the ordinance.
 - 3) All detached single family dwelling units on new lots each having not less than 10,000 square feet and aggregating not more than 2-1/2 acres.
 - 4) All multi-family dwelling projects containing not more than ten dwelling units on a single lot of record as of the date of commencement of the ordinance.
 - 5) All dwelling units set forth in tentative maps which have been approved by the Vacaville Planning Commission and/or City Council under an approved phasing allocation plan, provided the developer shall have filed a final map for the subdivision or a part thereof prior to January 1, 1980.

Notes: The setting of a firm quota for the upcoming year and tentative quotas for the ensuing four years is designed to give a measure of stability and predictability to the system; it also encourages the linking of the Growth Management System with the Capital Improvement Program since both operate on a five-year horizon.

The exemption of certain developments from the quota (IV-B above) is designed to free small development from the burdens of system compliance, and in the case of number 5, to recognize development commitments made by the City Council prior to the inauguration of the system.

V. ESTABLISHMENT OF EVALUATIVE CRITERIA

The awarding of allotments and reservations shall be based on the relative value of each proposed development as measured against a set of criteria which will be adopted by resolution and published annually by the City Council upon recommendation of the Planning Commission. (See page 45.)

Criteria For Evaluating Proposals and Awarding Value Points

Application for building allotments and reservations will be evaluated in a two stage process. In order to be considered, an application must receive an affirmative response on each of the Stage I capacity criteria, and not less than a specified number of points, as set forth in the Council resolution, on the development quality and adequacy criteria of Stage II.

Criteria may be modified or deleted, or new criteria may be added, and the relative weight to be assigned to any criterion may be altered by action of the City Council in any year at the time of establishment of the criteria as set forth herein, provided that once the criteria for any given year have been published by the Council, they shall not be changed during that year.

Notes: The actual content and relative values of the Evaluative Criteria may change from time to time in response to the findings of the Annual Review of Development. The criteria suggested for the initial operation of the system will be found on pages .

VI. PRESCRIBING THE FORM AND CONTENT OF THE APPLICATION FOR
ALLOTMENT AND/OR RESERVATION

- A. Applicants should meet with the staff of the Vacaville Planning Department prior to submitting an application in order to discuss the proposed development and seek to resolve any inherent problems. In order to be assured of adequate discussion time, appointment should be made well in advance of the submittal date.
- B. Application shall be made on the forms provided, and shall be filed with the Vacaville Planning Department not later than the published submittal date.
- C. Application may be accompanied by additional written and graphic material necessary or desirable to support and illustrate statements made in the application.
- D. No application will be accepted which is not consistent with the Vacaville General Plan or any applicable precise plan.
- E. No application will be accepted unless the property in question is properly zoned for the proposed development, provided that rezoning to permit establishment of a Planned Development may be initiated after an allotment or reservation is granted. Conventional zoning may be initiated and acted upon at any time prior to seeking an allotment.

Notes: Application forms are expected to be structured in relation to the adopted evaluative criteria in order to facilitate project review. Additional evidence in the form of plans and sketches can be submitted by developers. The City planning staff will probably want to establish some guidelines for supplementary material because of the heavy workload which will be faced by the department during the review period.

VII. APPLICATION, REVIEW AND EVALUATION BY STAFF AND PLANNING
COMMISSION; AWARD OF ALLOTMENTS AND RESERVATIONS

- A. Within four weeks following closing date for submittal, each application will be considered by Vacaville city staff and a written report prepared detailing the manner and degree to which

the proposed project conforms, or fails to conform to the criteria set forth in the Vacaville Growth Management System. Each developer will be provided with a copy of the report on his proposal. Project reports will be submitted to the Planning Commission not less than ten days preceding the date of the Planning Commission meeting referred to in VIIB, below.

- B. Within seven weeks following closing date for submittal, a special meeting of the Vacaville Planning Commission shall be held for the purpose of considering proposed projects, assigning value points, and determining allotments and reservations. In addition to considering the written reports (see VIIA) the Commission may call on its staff for further discussion and explanation. Each developer shall be given an opportunity to present his project before the Planning Commission.
- C. Upon completion of consideration of all staff reports, the Planning Commission shall vote on assigning value points. Such voting shall be by written ballot and once voting has commenced, no further discussion or questions shall be permitted. No proposal shall be eligible for award of allotment or reservation, unless it shall receive an affirmative evaluation on the six criteria of Stage I, and not less than the minimum number of value points set forth in the City Council resolution for that year, for Stage II criteria.
- D. Following Planning Commission consideration and evaluation, those projects receiving affirmative responses in Stage I, and not less than the minimum value points in Stage II of the review shall be arranged in order of total points received. Separate lists shall be compiled for allotments and for reservations.
- E. Procedure for awarding allotments and reservations within the limits of the quota:
 - 1) Allotments for the number of units requested shall be issued to each applicant in order of his position in the array, until the last applicant whose request, when added to those granted, produces a total not exceeding the annual quota. Reservations shall be awarded in the same manner.

- 2) The Planning Commission will thereupon determine whether the next applicant on the list desires an allotment and/or reservation consisting of any units remaining within the quota. The Commission may adjust the quota, not more than five percent, in order to produce an allotment for the last applicant large enough to represent a viable year's production.
 - 3) Should the last applicant not be willing to accept a reduced quota as represented in 3, above, the Commission may decide to offer it to the next following qualified applicant in the array, or may reserve it for later award.
- F. These lists of allotments and reservations together with the staff reports of the planning staff, the supporting material submitted, the minutes of the Planning Commission meeting, and the recorded vote on each project, shall be transmitted to the City Council.

Notes: Allotments are awarded competitively by the Planning Commission. The completion is among developers whose projects receive an affirmative response on the capacity criteria of the evaluation process, and receive not less than a stated minimum number of development quality and adequacy points. Reservations for the second ensuing year are awarded in the same manner and can be translated into allotments in the subsequent year subject to the limitations and conditions outlined in Section IX on page 41.

VIII. FINAL REVIEW AND CERTIFICATION OF ALLOTMENTS AND RESERVATIONS BY THE CITY COUNCIL

- A. Any applicant who is dissatisfied with the decision of the Planning Commission may, by filing an appeal with the City Clerk not less than five days following the date of the award, be granted an opportunity to appear before the City Council for the purpose of defending his proposal and requesting a change in the rank order. The Council shall hear all such appeals and may, by motion made and passed, modify the value points and consequent rank order of any project. Upon the completion of the appeal hearings, and following the changes that the Council shall decide to make, the rank order list for allotments and the rank order list for reservations shall be certified.

- B. Securing of building and other permits by allotment holders, building construction and failure to perform.
- 1) A developer who has been awarded an allotment may thereafter take all steps including, as appropriate, applying for Planned Development Zoning, submitting of tentative and final subdivision maps, preparing negative declaration or EIR, and the installation of improvements in an approved subdivision, provided, however, that no building permits shall be issued pursuant to the allotment until January 1st of the year immediately following the year in which the allotment was awarded.
 - 2) The City Planning Commission in July of each year shall cause a review to be made of progress by each developer on the dwelling units for which he holds an allotment. In any case where a developer has not secured building permits, or has taken no steps to begin construction, the Commission may set a hearing to determine whether construction is probable during the balance of the year, or if not, whether extenuating circumstances exist for such failure to perform. Upon completion of such hearing the Planning Commission may reaffirm the allotment with or without conditions, or may cancel the allotment. When an allotment has been cancelled no construction pursuant thereto shall take place, and any building permits previously issued in connection with the allotment shall thereupon be cancelled.

Notes: In order to insure a full hearing for each developer an appeal procedure is provided. After the City Council hears all appeals and makes any necessary adjustments, the list is certified and becomes final.

IX. LIMITATIONS AND CONDITIONS APPLYING TO ALLOTMENT/RESERVATION AWARDS

- A. Normally no single development shall be awarded more than ten percent (10%) of the total quota available for award for any year, provided that the City Council may, by resolution, change the maximum percentage available to each development, if it deems such action advisable. Such change, however, shall only be made before the beginning of the year in which the change is to take effect.

- B. Twenty percent (20%) of the tentative quota shall be reserved at the time reservations are awarded in order to insure an opportunity in any year for new developers to enter the system. The twenty percent thus withheld may be awarded to one or more new developers who successfully compete for allotments in the manner set forth herein. Should there be no applicants for allotments under the reserved quota, or should none of the applicants qualify, the City Council may distribute the reserved twenty percent among those developments already holding reservations.
- C. A reservation awarded and certified by the City Council shall constitute a commitment by the City of Vacaville to convert the reservation to an allotment for an equal number of units in the year following the allotment year. A reservation, once awarded, may be reduced or cancelled only in one of the following cases:
 - 1) The developer, after hearing, has been found to have failed to carry out the terms of his allotment award without reasonable cause.
 - 2) The total quota for the year in question has been reduced by the City Council below that previously set, in which case all reservations shall be reduced by a percentage equal to the percentage of reduction of the quota.

Notes: In order to insure a reasonable distribution of the quota among the various developers and developments competing for permission to build, no single development is permitted to receive an allotment of more than 10 percent of the quota. Should the Council deem it necessary, this percentage limitation may be increased or decreased in future years.

Reservations are to be issued for not more than 80 percent of the tentative quota. This will insure that a pool of allotments will always be available in a given award year for new developers coming into the community, and therefore not holding a reservation. Should no new applicants emerge in any year, this 20 percent reserve may be distributed among the reservation holders.

X. MODIFICATION IN CASE OF SUBDIVISION OF THE QUOTA

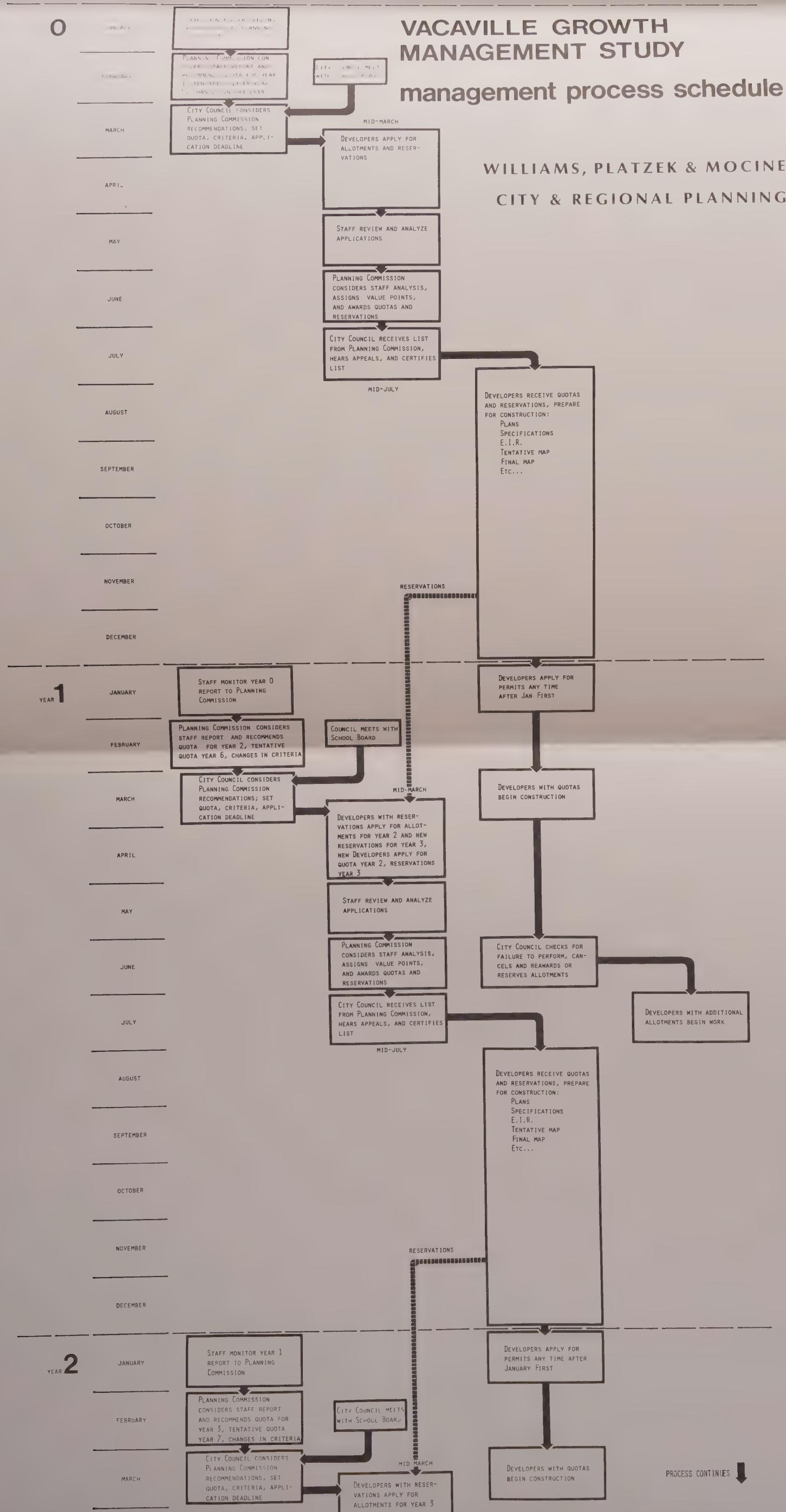
Should the Council subdivide the quota as provided in 2-A herein, the system of evaluation and award shall be as nearly as possible as set forth above, provided:

- A. Any developer may specify one or more quota subdivisions for which one or more parts of his project is being submitted.
- B. Separate lists shall be maintained for each quota subdivision, and projects seeking allotments or reservations within that subdivision shall be evaluated only against other projects within the same subdivision.

Notes: Section X provides a method for distributing a quota which has been subdivided by the City Council into sub-quotas. The most probable reasons for establishing sub-quotas would be to encourage a desired amount of moderate-cost housing units, or to direct development into a desired geographical sector of the community.

VACAVILLE GROWTH MANAGEMENT STUDY

management process schedule



EVALUATIVE CRITERIA

The awarding of allocations and allotments shall be based on the relative value of each proposed development as measured against a set of criteria which will be contained herein and published annually by the City Council upon recommendation of the Planning Commission.

Criteria for Evaluating Proposals and Awarding Value Points

Applications for building allocations and allotments will be evaluated in a two part process.

PART I

The first Part will establish the adequacy of City and School District services and facilities to serve the proposed project. For Part I criteria, the following factors will be considered:

Does necessary capacity exist at present to accommodate the project?

If capacity does not exist today, is an extension or expansion included in the City or School Department's capital program so that the necessary capacity will be available when needed?

In order to be considered, an application must receive an affirmative response on each of the Part I ability and capacity criteria as set forth below, and not less than a specified number of points, as set forth by Council resolution, on the development quality and adequacy criteria of Part II as set forth hereunder.

- . The ability and capacity of the water system to provide for the needs of development proposed for the coming year on a city-wide basis, and in specific areas of the City.
- . The ability and capacity of the sewer system to provide for the needs of development proposed for the coming year on a city-wide basis and in specific areas of the City.
- . The ability and capacity of the drainage facilities to provide for needs of development proposed for the coming year on a city-wide basis and in specific areas of the City.

- . The ability of the Fire and Police Departments to provide protection according to the established response standards on a City-wide basis, and in specific areas of the City.
- . The ability and capacity of the school system to absorb additional children, which could be expected by new development on a City-wide basis and in specific areas of the City, without necessitating the addition of double sessions or other unusual scheduling, and without causing classroom overcrowding or unsafe access for the children from their homes to their school.
- . The ability and capacity of the major streets system, including sidewalks to provide for the motor and pedestrian traffic on a city-wide basis and in specific areas of the City.
- . The ability and capacity of the recreational facilities to provide adequate recreational activities for the citizens on a City-wide basis.

PART II

The second Part will be directed to the more subjective criteria of development quality and adequacy. These criteria will be grouped under four general headings: design quality, housing objectives, contribution to City amenity, and orderly development, and are intended to satisfy community objectives as expressed in the Vacaville General Plan and applicable precise area plans.

<u>Criterion</u>	<u>Maximum Points</u>
<u>Design Quality</u>	
1. Site and architectural design quality which may be indicated by the harmony of the proposed buildings in terms of size, height, and location and with respect to existing neighboring development;	15
2. Site and architectural design quality which may be indicated by the character of landscaping and screening;	10
3. Site and architectural design quality which may be indicated by the arrangement of the site for efficiency of circulation, on-and-off-site traffic safety, privacy, etc.;	20

<u>Criterion</u>		<u>Maximum Points</u>
<u>Housing Objectives</u>		
4. A project may be considered for only one of the following three criteria:		
a. The degree to which a multi-family project achieves useable open space, light, air and privacy for individual units, efficient internal circulation and service access, well designed and efficient parking, a range of apartment sizes and rents;	6	
b. The degree to which a single-family detached project achieves individual unit privacy, overall site use efficiency, residential scale in relation to its surroundings;	6	
c. The degree to which a Planned Development achieves a variety of housing types and costs, community facilities and services, efficient internal circulation, accommodation to site and topography;	12	
5. The degree of private safety and security of individual units resulting from design and equipment of units, arrangement of units, provision of exterior lighting and visibility;	6	
6. The provision and dispersion of units to meet the goal of Vacaville's Housing Element for low and moderate income housing units as defined by Federal guidelines and senior citizen housing;	25	
<u>Contribution to City Amenity, Efficiency and Conservation Goals</u>		
7. Contribution to and extensions of existing systems of foot or bicycle paths, equestrian trails and the green-belt provided for in the Vacaville General Plan or any applicable Precise Plan;	15	

<u>Criterion</u>	<u>Maximum Points</u>
8. The provisions of needed public facilities, such as critical linkages in the major street system, school rooms or other vital public facilities;	15
9. The provision of open space for use by the community as a whole;	15
10. The provision of energy conserving measures and materials in excess of the minimum required by local codes and ordinances or other applicable regulations;	20

Orderly Development

11. The extent to which the proposed development accomplished an orderly and contiguous extension of existing development as against "leapfrog" development. 15

In order to be considered for allocation or allotment a minimum of one hundred and five (105) value points must be assigned in Stage II.

VIII. RECOMMENDATIONS FOR NEXT ACTIONS

The Growth Management System is intended to facilitate city government by fitting into and becoming an integral part of on-going government processes. In order for the Growth Management System to be fully effective, other instruments of government must be improved or in some cases provided. Following are the areas of public administration and policy which will require action in order to produce a well rounded and complementary set of management tools:

1. Revision and Update of the Vacaville General Plan.

A series of basic development objectives are inherent in the Growth Management Process including orderly and incremental growth, protection of steeper hillsides and prime agricultural lands, complete and well planned facilities and services in all parts of the community, proper distribution of higher density development throughout the city and avoidance of concentrated multi-family enclaves. In order for the process to achieve these objectives the General Plan must be capable of providing clear, usable policy input to the annual development review and evaluation. It is recommended that:

- (1) The General Plan be reviewed to insure that the broad policies of the Growth Management Process are stated in the Plan and reflected in its proposals.
- (2) The land use and density provisions of the Plan be reviewed to provide clear guidance for multi-family and other higher density development.
- (3) Attention be given to the need for intermediate range area plans for those sections of the city where the next stages of development are to be directed. The Plan should encourage and provide a policy base for cooperative planning between property owners and city staff as was recently accomplished in the Brown's Valley area.

2. The Annual Review of City Development

The Annual Review is a key element in the management process. The basic subject matter to be analysed is set forth on pages 32 thru 34. This process must be conducted in a systematic and structured manner in

order that significant comparisons can be drawn, and useful policy derived from the process. Furthermore, the time constraints of the process require the review to be done expeditiously and on time. It is recommended that:

- (1) The several sources of data included in the review process be examined to insure the useful and compatible reporting bases are established so that data will be available on time in usable form.
 - (2) One or more models be developed capable of being run through electronic computers. Such models would quickly and reliably provide the correlations and read-outs necessary to permit staff and public officials to understand the results of the Review and intelligently adjust policy.
3. The Capital Improvement Program
- The five-year horizon of the Growth Management System is intended to dovetail with a five year Capital Improvement Program. Vacaville has already taken steps to establish the Capital Improvement Program, but the on-going five year scheduling of the program and its correlation with the five-year tentative growth quotas called for by the Growth Program should be given attention. It is recommended that the City Manager establish regular policies and procedures for the Capital Improvement Program which will insure that in terms of timing and content it becomes fully correlated with the Growth Management Program.
4. The Planned Unit Development Provisions of the Zoning Ordinance
- Much of the effectiveness of the Growth Management System in achieving the stated goal of improving the quality, variety and amenity of residential construction, will depend on the functioning of the planned unit development process. It is recommended that the Planning Commission and staff review the existing P.U.D. provisions of the zoning ordinance to insure that they provide maximum effectiveness in terms of:
- (a) Encouraging realistic and creative development planning
 - (b) Offering efficient, fair, and prompt administration in order to encourage developers to choose the P.U.D. approach to residential project construction.

5. The Housing Element of the General Plan

The provision of a fair share of moderate income housing is one of the basic objectives of the Growth Management System. The Housing Element of the General Plan must be relied upon to quantify this general goal as well as to identify and organize public resources to insure that such housing is actually produced. The present preliminary status of the Housing Element is insufficient for these purposes. It is recommended that Vacaville complete a Housing Element and Housing Action Program conforming to State and Federal guidelines as soon as possible.

6. Neighborhood Conservation and Rehabilitation

The establishment of a Growth Management Process imposes a special responsibility on the City to do everything within its power to insure the availability of moderate income housing. The Consultants are satisfied that adequate moderate income housing can only be achieved if planned new construction is combined with conservation and rehabilitation of the city's stock of existing older housing. It is recommended that a program of neighborhood conservation be undertaken especially in the older neighborhoods of Vacaville. Such a program should include: special conservation zoning; assistance to neighborhoods in organization and action; assistance to individual owners in property improvement; special attention to supportive city action to improve neighborhood health and amenity and to provide a positive framework for individual property owner investment; exploration of all possible sources of funding and credit from federal, state, and local resources.

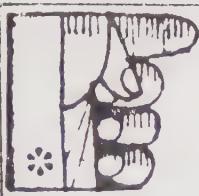
7. Sphere of Influence

Maps 6,7,8,9, on pages 17 thru 20 indicate that Vacaville has more than enough land within its Sphere of Influence to provide for its planned growth to the year 2000 and beyond, without the necessity of encroaching further onto prime agricultural lands. It is recommended that the City seek the cooperation of the Solano County L.A.F.C.O. in redrawing Vacaville's Sphere of Influence to clearly indicate the congruence of City and County policy for the preservation of prime agricultural lands.

APPENDICES

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VACAVILLE COMMUNITY CONGRESS QUESTIONNAIRE TABULATION



IMPORTANT

ALL FIGURES SHOWN

INDICATE THE

PERCENTAGE OF 3,265

Questionnaires Received and Tallied

April 12, 1975

This tabulation shows the opinions expressed by Vacaville area residents on the nine categories of community life contained in the Community Congress Questionnaire.

An attempt was made to deliver questionnaires to every resident in the area — with a total of 3,265 being returned and tallied.

Today's Community Congress session will delve into promoting a better Vacaville by using these Questionnaire results.

walter weir Jr.

Walter W. Weir Jr.
General Chairman
Vacaville Community Congress

1 EDUCATION

1. Please rate the following education-related subjects:
 - A. quality of education
 - B. quality of teachers
 - C. school facilities
 - D. provisions for slow students
 - E. provisions for bright students
 - F. provisions for non-English speaking students and their parents
 - G. fire and safety protection
 - H. student's knowledge of the "Three R's"
 - I. vocational education
 - J. adult education
 - K. school libraries
 - L. availability of nursing services
 - M. provision for teacher conferences with non-English speaking parents

EDUCATION

2. Would you favor taxpayers support for improved building programs and improved education?
3. Should Spanish and English be offered to adults during the day?
4. Are you in favor of the year-round school concept?
5. Should new residential permits include a fee to cover costs of additional educational facilities needed?

Comments: _____

NO ANSWER	NO OPINION	POOR	FAIR	GOOD
10	18	18	34	15
11	19	10	38	22
11	17	24	34	14
12	33	23	20	12
14	33	19	21	13
16	50	15	12	7
10	25	6	26	33
13	20	24	27	11
13	31	18	25	13
13	29	6	27	25
13	27	14	27	19
13	36	21	21	9
17	59	10	9	5

NO ANSWER	NO OPINION	NO	YES
9	11	30	50
10	25	29	36
6	11	44	39
9	13	20	58

2 COMMUNITY SERVICE AND CITY AGENCIES

1. How would you rate the following community services in Vacaville?
 - A. fire protection
 - B. police protection
 - C. street maintenance
 - D. street lights
 - E. street cleaning
 - F. traffic lights and stop signs
 - G. sewers
 - H. garbage collection
 - I. city postal service
 - J. public utilities
 - K. ambulance service
 - L. public library
 - M. meeting facilities
 - N. animal control
 - O. Cable Vision

NO ANSWER	NO OPINION	POOR	FAIR	GOOD
12	6	1	12	69
5	3	8	25	59
6	2	26	41	25
5	2	13	38	42
7	2	22	35	34
6	2	18	31	37
7	9	11	32	41
5	2	12	28	53
5	2	10	25	58
7	5	7	30	51
4	28	5	13	50
8	4	3	17	63
7	20	8	21	44
7	10	45	23	15
8	14	18	31	29

NO ANSWER	NO OPINION	NO	YES
8	14	27	51
7	16	24	53
7	23	22	48
5	15	10	70
—	—	—	65
10	—	—	25
9	20	14	57

COMMUNITY

2. Do we need county and/or state offices in Vacaville?
3. Is there a need for a community information service in Vacaville?
4. Does Vacaville need a low cost Day Care Center?
5. Should the city encourage a total waste recycling program?
6. Would you prefer to have garbage pickup:
 - A. from the sidewalks?
 - B. from the back yard?
7. Does Vacaville need a Master Plan for flood control: streets, creeks, Comments: _____

3 SOCIAL ISSUES

NO ANSWER	NO OPINION	NO	YES
8	11	31	44
		2	5
10	19	47	24
13	18	55	14
15	22	52	11
14	18	56	12
17	17	50	16
16	18	50	16
18	19	40	23
18	28	35	19
13	14	31	42
9	20	31	40
11	32	44	13

- Is there a need for low cost housing in Vacaville?
- Do you feel there is discrimination in Vacaville:
 - in employment?
 - in housing?
 - in health care?
 - in education?
 - of race?
 - of sex?
 - of age?
 - in community involvement-appointment to committees?
- Do you feel that you have a voice in this community?
- Should Vacaville have a welfare representative on a fulltime basis?
- Is accessibility to public streets and buildings provided for the handicapped?

Comments: _____

NO ANSWER	NO OPINION	NO	YES
11	4	13	67
11	6	33	50
5	13	52	30
—	—	—	29
—	—	—	56
10	—	—	5
9	17	42	32
8	6	12	74
9	5	15	71
9	7	8	76
9	20	31	40
8	9	11	72
9	5	6	80
8	19	21	52
9	7	3	81

4 PLANNING AND GROWTH

- Is sign control necessary in Vacaville?
- Would you favor expanding Travis military airport to include a civilian international airport?
- Do you favor the continued expansion of the Nut Tree Airport?
- Is residential growth in Vacaville:
 - just right?
 - too fast?
 - too slow?
- Are city services keeping up with the present residential growth?
- Do you favor provisions for a bikeway system in Vacaville?
- Do you favor the purchase of and the development of more parks and open space?
- Do you favor a planned program for care of our natural creeks?
- Do you like the overall designs of our new subdivisions?
- Should the city encourage the preservation and renovation of historical buildings and homes?
- Do you feel that the rural atmosphere is important to Vacaville?
- Should Vacaville have an historical museum?
- Would you favor making all public facilities accessible to the handicapped?

Comments: _____

5 RECREATION

NO ANSWER	NO OPINION	POOR	FAIR	GOOD
7	5	36	35	17
8	16	15	27	34
9	10	43	28	10
10	17	34	30	9
12	18	23	30	17
10	30	18	21	21
9	11	10	25	45
10	10	31	31	18
11	33	7	20	29
11	22	28	24	15
10	27	24	24	15
9	30	17	24	20
9	22	17	27	25
8	4	13	33	42
9	13	16	34	28
12	29	7	23	29
9	11	5	17	58

- What do you think of the following recreational facilities and opportunities in Vacaville?
 - parks
 - baseball fields
 - picnic areas
 - playground equipment
 - tennis courts
 - golf courses
 - swimming pools
 - movie theater
 - little theater groups
 - youth facilities
 - youth organizations
 - facilities for senior citizens
 - adult recreational programs
 - restaurants, eating places
 - bowling center
 - art studio and gallery
 - Community Center

RECREATION

NO ANSWER	NO OPINION	NO	YES
10	5	10	75
11	14	27	48
10	11	38	41
10	13	5	72

- Should Vacaville establish:
 - bike trails?
 - horse trails?
 - motorcycle course?
 - recreational services for the handicapped?

Comments: _____

6 TRANSPORTATION

NO ANSWER	NO OPINION	NO	YES
9	6	20	65
12	11	30	47
14	15	35	36
11	9	30	50
13	12	39	36
8	4	6	82
8	7	48	37
9	11	43	37
9	6	34	51
8	2	62	28
9	6	60	25
7	4	28	61

- Do you favor public supported low cost transportation:
 - within Vacaville?
 - to Travis?
 - to California Medical Facility?
 - to Fairfield?
 - to Vallejo?
- Should sidewalks be required within the city limits?
- Are streets being properly maintained?
- Are sidewalks being properly maintained?
- Is street lighting adequate?
- Is access to the Post Office and parking at the Post Office adequate?
- Is traffic noise a problem?
- Is there sufficient parking in the downtown area?

TRANSPORTATION

NO ANSWER	NO OPINION	POOR	FAIR	GOOD
9	2	13	33	43
6	2	16	29	47
10	4	8	26	52
8	1	34	38	19
9	3	15	38	35

- Is traffic control satisfactory regarding the following:
 - traffic lights?
 - speed limit control?
 - traffic sign maintenance?
 - visibility at intersections?
 - pedestrian crosswalk safety?

Comments: _____

7 BUSINESS AND INDUSTRY

SHOPPING

1. Do you shop locally for:
 - A. groceries?
 - B. clothing?
 - C. furniture?
 - D. drugs?
 - E. appliances?
 - F. hardware and building materials?
 - G. sporting goods?
 - H. eating places?
 - I. entertainment?
 - J. banking?
 - K. automobiles?
 - L. auto repairs?
 - M. household items?
2. If not, why?
 - A. lack of courtesy
 - B. cost
 - C. lack of selection
 - D. lack of public restrooms
 - E. other

NO ANSWER	NO SOME TIMES	NO	YES
8	10	9	73
11	19	48	22
4	16	48	27
7	10	28	55
9	15	44	32
5	13	13	66
11	20	38	31
8	23	17	52
11	24	42	23
6	2	9	83
13	11	46	30
9	12	26	53
11	23	20	46
49	5	33	13
35	5	12	48
27	5	6	62
45	5	27	23
67	6	10	17
NO ANSWER	NO OPINION	NO	YES
10	9	32	49
8	6	41	45
10	8	41	41
9	13	30	48

SHOPPING FACILITIES

3. Would you like Vacaville to have a downtown mall?
4. Are you satisfied with present residential shopping areas?
5. Do you want more residential shopping areas?
6. Do you think financial institutions should remain open on Saturdays?

EMPLOYMENT

1. Is there a need for more jobs in Vacaville?
2. Are you seeking employment in Vacaville?
3. Are you presently employed in Vacaville?

If not, nearest what city:

1. Fairfield?
2. Travis?
3. Davis?
4. Sacramento?
5. Vallejo?
6. Bay Area?

INDUSTRY

1. Should Vacaville consider only non-polluting industry?
2. Do you feel that we should encourage industry to provide more jobs in spite of possible pollution of our environment?
3. Are you willing to accept the possibility that new industry may cause a need for more housing in Vacaville?
4. Do you favor industrial growth?

Comments: _____

7	12	7	74
11	2	65	22
14	-	62	24

5	12	5	12
5	2	4	5
2	4	5	5
4	5	5	5
5	5	5	5

12	7	24	57
11	8	48	33
10	6	22	62
11	8	21	60

SHOPPING

8 HEALTH AND ENVIRONMENT

A. HEALTH

1. Where do you seek medical treatment:
 - A. local doctors?
 - B. Project Clinic?
 - C. David Grant Hospital?
 - D. Kaiser?
 - E. Woodland Clinic?
 - F. Fairfield Intercommunity Hospital?
 - G. other? + = 35% OVER VOTE

NO ANSWER	NO OPINION	NO	YES
		40	
		5	
		29	
		17	
		11	
		22	
+ 35		11	
		13	4 14 69
		16	5 5 74
		23	18 17 42
		17	10 14 59
		22	17 22 39
		11	4 48 37
		10	3 12 75
		19	7 37 37
		23	8 37 32
		14	7 23 56
		6	8 39 47

B. ENVIRONMENT

1. Do you feel there is an environmental problem with the following in Vacaville:
 - A. air?
 - B. noise?
 - C. water?
 - D. odor?
2. Should bicycle racks be provided by the city in public parking lots?
3. Should the city seek to discourage aircraft flight patterns over residential areas of Vacaville?
4. Should Vacaville encourage the beautification of natural creeks and streams?
5. Should we require new developments to construct and dedicate park sites?

19	5	57	19
16	5	55	24
17	7	57	19
15	5	47	33
9	7	10	74
2	15	23	60
9	11	7	73
13	10	10	67

Comments: _____

%

9 CITY APPEARANCE

NO ANSWER	NO OPINION	POOR	FAIR	GOOD
8	1	23	48	20
11	1	11	36	41
11	4	26	41	18
9	2	19	48	22
8	10	22	41	19
10	9	27	37	17
9	2	22	40	21
11	10	43	31	5
10	3	13	44	30
10	5	8	37	40
10	8	16	46	20
10	5	25	43	17
9	3	12	41	35
9	3	3	25	60
10	3	4	28	55
12	7	17	41	23
10	8	30	39	13
10	13	17	43	17
11	9	29	39	12
9	5	31	41	14
16	6	32	36	10

- How would you rate the following in Vacaville?
 - downtown business area
 - your neighborhood area
 - parks
 - streets and sidewalks
 - schools
 - school grounds
 - entrances to Vacaville
 - vacant lots
 - parking lots
 - new residential areas
 - apartments
 - old residential areas
 - neighborhood shopping areas
 - city buildings
 - city grounds
 - utility lines
 - signs and billboards
 - industrial areas
 - railroad tracks and railroad crossing areas
 - litter control
 - weed control

Comments: _____

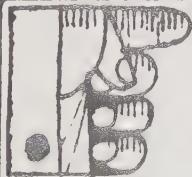
VACAVILLE COMMUNITY CONGRESS

Walter W. Weir
General Chairman

Questionnaire Committee

Obie K. Ladd
Chairman
Carolyn Van Loo
Warren S. Barham
Assist. Chairman

Brian Atwood
Roy D. Adcock
Margaret Barham
Esther Clanon
Charlotte Cooper
Mary Flores
Roger Forsell
Corinne Grannen
Joe Grannen
Marge Hartnett
Len Hartnett
Tom Hedge
Elise Ives
Charles Jorgensen
Betty Ladd
Jane LoPolito
Kathleen MacDowell
Patricia Boler McKenzie
Robert F. Meiser
Eleanor Nelson
Curtis Parker
Mary A. Smith



IMPORTANT

The following information is needed to determine if replies to this questionnaire have been received from a representative cross-section of Vacaville residents.

- What is your age group:
 %
 A. under 18 4
 B. 18-25 13
 C. 26-40 33
 D. 41-60 30
 E. over 60 15
- In what type of dwelling do you live:
 %
 A. single family? 77
 B. duplex, triplex? 3
 C. apartment: four or more units? 7
 D. mobile home? 5
 E. condominium? R
- Do you:
 %
 A. rent? 19
 B. own your own home? 73
- Are you:
 %
 A. married? 76
 B. single? 17
- Are you:
 %
 A. male? 44
 B. female? 49
- How many children reside with you, if any? _____
 A. What are their ages? _____

Comments: _____

- Are you presently in the military service?
 %
 A. yes 10
 B. no 81

- Are you retired?
 %
 A. civilian? 20
 B. military? 15

- How long have you lived in Vacaville:
 %
 A. 0-5 years? 38
 B. 6-10 years? 18
 C. 11-15 years? 15
 D. 16 years and over? 22

- If you wish, please state your ethnic background:
 %
 A. Caucasian 81
 B. Black 1
 C. Spanish/Mexican American 4
 D. Asian 1
 E. American Indian 1
 F. other 2

- Do you feel this questionnaire adequately pinpoints the real problems in Vacaville?
 %
 NO YES
 14% 14 72

- Do you feel your answers to these questions will help the community?
 %
 15% 18 67

- Will you attend the Community Congress if Child Care is provided?
 %
 27% 36 37

- How many members of your household are filling out separate questionnaires? _____

CITY OF VACAVILLE

July 7, 1976

TO: City Council
FROM: Growth Management Committee

This Committee has been meeting since February 9th on a weekly basis with the charge of the City Council to make recommendations with respect to the development of a Growth Management Program for the City of Vacaville. The Committee has spent these past five months studying the growth management programs of other communities, the processes, problems and alternatives available to the community and as a result have made recommendations for areas that should be addressed in Vacaville's Growth Management Program. The Committee has also investigated very closely the particular circumstances that Vacaville now faces with respect to all City services and the potential growth of the community.

This Committee began its work with diverse backgrounds and opinions and as a result of their efforts have produced some thoughts and recommendations for a growth management system that show an ability to openly review material and work together to produce collective recommendations that show the moderation of those initial opinions. The Committee from the outset shared the goal to make Vacaville a better place in which to live, when we began in February there was, however, considerable difference of opinion on how to get there.

The recommendations attached, divided into two categories, Growth Management Program Recommendations and General Recommendations, are a summary of the efforts of the Committee. This synopsis of recommendations represents the high points of a very complex system which will be discussed with the Council at the July 22nd meeting. Support material for these recommendations can be found in the minutes of the Committee over the course of its study, each recommendation has much background material behind it, both in the Committee minutes and the group memory. On each recommendation the wording has been carefully discussed and there is general agreement among the Committee on all of the recommendations. However, there are concerns that individual members have about certain recommendations and each Committee member has been encouraged to write an opinion on any of these they feel necessary. These are attached for Council review.

The Committee has worked long and hard to develop the attached recommendations. Our efforts in this most important concern hopefully will provide the Council with a most valuable public input into the development of the Growth Management Program for the City of Vacaville. We stand ready, individually and collectively, to provide whatever additional assistance may be necessary to insure that the program developed will meet the needs of the community. We thank you for the opportunity to serve and look forward with high expectations toward the development of a viable program deemed so very necessary by all members of the Committee.

GROWTH MANAGEMENT PROGRAM RECOMMENDATIONS

- A. The following criteria should be considered in the program with the relative values assigned. In all areas, it is assumed that these standards if not met, can be supplemented by system extension or provision on the part of the developer to gain maximum points:

<u>Criteria</u>	<u>Points</u>
1. The ability and capacity of the water system as projected to provide for the needs of the proposed development.	85
2. The ability and capacity of the sewer system to dispose of the wastes of the proposed development.	84
3. The ability and capacity of the drainage facilities to adequately dispose of the surface runoff of the proposed development.	79
4. The ability of the Fire Department to provide fire protection according to the established response standards and building schedule of the City without the necessity of establishing a new station.	76
5. The capacity of the appropriate school to absorb the children expected to inhabit a proposed development without necessitation or adding to double sessions or other unusual scheduling or classroom overcrowding, and the provision of safe access to the appropriate elementary school.	83
6. The ability and capacity of major street linkage including adequate sidewalks either existing or projected in the capital budget to provide for the needs of the proposed development without over-loading the existing street system.	74
7. The provision of public and/or private usable open space and/or accessibility to existing open space land. Parks and open space will be evaluated on the basis of conformity with City plan, projected capital expenditures and adequacy in relationship to the Subdivision and Zoning ordinances and the general acceptability of the lands as <u>usable</u> open space. This open space to include such things as foot and bicycle paths, and equestrian trails.	53

Growth Management Program Recommendations

Page 2

- 8. The provision of low and moderate income dwelling units. 62 Bonus Value
- 9. Building on irrigated "Prime agricultural land". 50 Penalty Value
- B. Sequential development should be guided by the development of a realistic Capital Improvement budget geared to those areas with the greatest potential number of points provided in the criteria the Committee has established. This should be combined with the revisions to the General Plan which should include consideration of sequential zoning. The interaction between the Capital Improvement budget, General Plan revisions, and the Growth Ordinance should provide control over development.
- C. A long range (5 years specific - 10 years general) Capital Improvement budget should be established with annual review, with adherence to the planned growth of the Community as dictated by the General Plan, sequential development and the criteria established above.
- D. Setting some maximum number of units to be built in a specified time frame is not necessary if the above recommendations are comprehensive enough to insure that any development meets the City standards established as a result of the Growth Management Program. The Committee, after studying other number programs in operation, has found these programs not to be working at their best.
- E. Adjustments may need to take place once a system is established. The Committee recommends a review after one year of operation be completed by this Committee. Subsequent reviews would be desirable and the timing of these reviews should be addressed at the one year review.

GENERAL RECOMMENDATIONS

- A. The City should have a goal to not exceed the A.B.A.G. projection of 85,000 population by the year 2000.
- B. The General Plan should be studied for revision and amendment. Strong consideration should be given to sequential zoning.
- C. The City and School District must work together to provide joint development, maintenance and usage of park and school site open space.
- D. The School District must work closely with the Planning Staff for student population projections based on subdivision development.
- E. The Capital Improvement budgets of all Vacaville public jurisdictions should be coordinated to provide schedules for development.
- F. The Committee should be involved in the Growth Management consultant study.
- G. New residential construction should on a whole pay its own way.

POPULATION SCENARIO A

Growth responsive to market forces contained only by general forces such as national and state fertility rates, energy availability, etc.

<u>Year</u>	<u>Solano County</u>	<u>Vacaville</u>	<u>Vacaville % of County</u>	<u>Population growth/yr.</u>	<u>New D.U. per year</u>
1970	171,815 ¹	21,690 ¹	12.6		
1975	187,744 ²	30,122 ²	16.0	1,686	581
1980	205,500 ³	47,922 ⁴	23.3	3,560	1,230
1990	312,200 ³	76,900 ⁴	24.6	2,900	1,000
2000	378,500 ³	99,400 ⁴	26.2	2,250	900

¹ U.S. Census 1970

² State Department of Finance Census 1975

³ Solano County Planning Department projection

⁴ Williams, Platzenk and Mocine projection based on the following assumptions:
 1,230 DU/yr 1975-1980 @ 2.9 persons/DU; 1,000 DU/yr 1980-1990 @ 2.9 persons/DU;
 900 DU/yr 1990-2000 @ 2.5 persons/DU; proportion of multi family units will
 increase after 1990 due to shortage of land and change in age structure of
 population, with consequent reduction in average number of persons per
 dwelling unit.

POPULATION SCENARIO B

Growth constrained by management system employing standards similar to those recommended by the growth committee, but with no numerical quota:

<u>Year</u>	<u>Solano County</u>	<u>Vacaville</u>	<u>Vacaville % of County</u>	<u>Population growth/yr.</u>	<u>New D.U. per yr.</u>
1970	171,815 ¹	21,690 ¹	12.6		
1975	187,744 ²	30,122 ²	16.0	1,686	581
1980	205,500 ³	47,922 ⁴	23.3	3,560	1,230
1990	312,200 ³	74,700 ⁴	23.9	2,680	925
2000	378,500 ³	93,700 ⁴	24.7	1,900	750

¹U.S. Census 1970

²Department of Finance 1975

³Solano County Planning Department projection

⁴Williams, Platzenk and Mocine projection based on following assumptions:

1,230 DU/yr 1975-1982 @ 2.9 persons/DU; 1,000 DU/yr 1982-1983, 800 DU/yr

1984-1990 @ 2.9 persons/DU; 750 DU/yr 1990-2000 @ 2.5 persons/DU; proportion of multi family units will increase after 1990 due to shortage of land and change in age structure of population, with consequent reduction in average number of persons per dwelling unit.

POPULATION SCENARIO C

Growth constrained by management system employing standards as in B plus a quota system beginning in 1983.

<u>Year</u>	Solano County	Vacaville	Vacaville % of County	Population growth/yr.	New D.U. per yr.
1970	171,815 ¹	21,690 ¹	12.6		
1975	187,744 ²	30,122 ²	16.0	1,686	581
1980	205,500 ³	47,922 ⁴	23.3	3,560	1,230
1990	312,200 ³	73,270 ⁴	23.5	2,535	875
2000	378,500 ³	90,770 ⁴	24.0	1,750	700

¹U.S. Census 1970

²State Department of Finance Census 1975

³Solano County Planning Department projection

⁴Williams, Platzek and Mocine projection based on following assumption: 1,230 DU/yr 1976-1980 @ 2.9 persona/DU; 1,230 1981, 1,000 DU 1982 800 DU/yr balance of decade @ 2.9 persons/DU; 700 DU yr 1990-2000 @ 2.5 persons/DU; proportion of multi-family units will increase after 1990 due to shortage of land and change in age structure of population, with consequent reduction in average number of persons per dwelling unit.

POPULATION SCENARIO D

Revised January 31, 1977, as agreed at January 29, 1977 Workshop

Growth constrained by a management system employing standards as in B plus a quota system beginning with phasing in 1976 and thereafter, reducing to 750 dwelling units per year plus 5 percent by 1982.

<u>Year</u>	<u>Solano County</u>	<u>Vacaville</u>	<u>Vacaville % of County</u>	<u>Population Growth/Yr</u>	<u>New D.U. Per/Yr</u>
1970	171,815 ¹	21,690 ¹	12.6		
1975	187,744 ²	30,122 ²	16.0	1,686	581
Date of Census					
1975		30,750			
End of Year					
1976		34,100 ⁴		3,350	1,155
1977		37,750		3,650	1,260
1978		41,400		3,650	1,260
1979		44,140		2,740	945
1980	205,500 ³	46,720		2,580	890
1981		49,150		2,430	840
1990	312,200 ³	69,670		2,280	787
2000	378,500 ³	89,370		1,970	787

¹U.S. Census 1970

²State Department of Finance Census 1975

³Solano County Planning Department Projection

⁴1976 and following projections by Williams, Platzek and Mocene projection based on the following procedure and assumptions:

1975 Corrected from census date to year end as shown

1976-1981 Units phased or projected by Council plus five percent to account for individual units, small parcel subdivisions, etc. projected at average family size of 2.9

1982 thru 1990 750 dwelling units per year + five percent as above projected at family size of 2.9

1991 thru 2000 750 dwelling units per year + five percent projected at a family size of 2.5

POPULATION SCENARIO E

Growth constrained by a management system employing standards as in B plus a stringent quota system beginning in 1979.

<u>Year</u>	<u>Solano County</u>	<u>Vacaville</u>	<u>Vacaville % of County</u>	<u>Population growth/yr</u>	<u>New D.U. per yr</u>
1970	171,815 ¹	21,690 ¹	12.6		
1975	187,744 ²	30,122 ²	16.0	1,686	581
1976		33,312 ⁴		3,190	1,100
1977		35,630 ⁴		2,320	800
1978		37,980 ⁴		2,350	810
1979		39,865 ⁴		1,885	650
1980	205,500 ³	41,315 ⁴	20.1	1,450	500
1990	312,200 ³	55,815 ⁴	17.9	1,450	500
2000	378,500 ³	68,315 ⁴	18.0	1,250	500

¹U.S. Census 1970

²State Department of Finance Census 1975

³Solano County Planning Department projection

⁴Williams, Platzek and Mocine projection based on the following assumptions:
 1976, 77, 78 the indicated dwelling units per year including units now in the phasing program plus a figure of 5 percent to represent individual owner-built houses, conversions, etc; 1979, 1980 application of a graduated quota being 650 in 1979 and 500 in 1980; 1980-1990 annual quota 500 DU/yr; all above calculated at 2.9 persons per D.U.: 1990-2000 annual quota of 500 DU/yr calculated at 2.5 persons per D.U.; proportion of multi-family units will increase after 1990 due to shortage of land and change in age structure of population with consequent reduction in number of persons per dwelling unit.

SPATIAL SCENARIO I

Present trends extended subject to minimum management policies.
Using Population Scenario A

A Residential Development

Percentage of population at various densities in dwelling units per gross acre

Year	Single Family			Total Sing/Fam.	Multi-Family 20 DU/AC
	9 DU/AC	4.5 DU/AC	3 DU/AC		
1980		65	15	80	20
1990	7.5	55	12.5	75	25
2000	11	50	11	72	28

9 DU/AC estimated density of town house, terrace house, and condominiums types of single-family development.

4.5 DU/AC estimated density of standard 6,000 sq. ft. lot development.

3 DU/AC estimated density of larger lot development.

20 DU/AC estimated average density of multi-family development.

Average family size 1980, 1990 2.9 persons/DU; 2000 2.5 persons DU.

Above patterns of development would represent a continuing emphasis on medium density single-family development with a gradual trend toward higher density at the end of the century.

B Land Occupancy

Use all available land within urban limit, move selectively into prime agricultural land as necessary. Hillside development to be limited, and smaller parcels of by-passed lands to remain vacant.

C. Utilities and Services

Project service and utility extensions to serve non-prime urbanizable land.

Indicate critical points for major service or utility increments, i.e., sewer plant enlargements, new wells and reservoirs, new schools, fire houses, parks and playgrounds, etc.

D. Commercial and Industrial Development

Possibility of major outlying competition with C.B.D. Highway frontage to be filled in by year 2000. Industrial lands in Crocker tracts to be filled in by year 2000.

SPATIAL SCENARIO II
Growth Management Committee basic policies. Using
population scenario B

A Residential Development

Percentage of population at various densities in dwelling units per gross acre

Year	S i n g l e F a m i l y 9 DU/AC	4.5 DU/AC	3 DU/AC	Total Sing./Fam.	M u l t i F a m i l y 20 DU/AC
1980		65	15	80	20
1990	10	44	18	72	28
2000	15	35	20	70	30

9 DU/AC estimated density of town house, terrace house, and condominium types of single-family development.

4.5 DU/AC estimated density of standard 6000 \square lot development.

3 DU/AC estimated density of larger lot development.

20 DU/AC estimated average density of multi-family development.

Average family size: 1980, 1990 2.9 persons/DU, 2000 2.5 persons/DU.

Above patterns of development would reflect a gradual change toward more planned unit development and a gradual increase in density.

B Land Occupancy

Use all available land within urban limit as necessary except flood plains and prime agricultural land. Project more hillside development than in Scenario I.

C Utilities and Services

Project service and utility extensions to serve non-prime urbanizable land. Indicate critical points for major service or utility increments i.e. sewer plant enlargements, new wells and reservoirs, new schools, fire houses, parks and playgrounds etc.

D Commercial and Industrial Development

C.B.D. to remain as principal commercial center supplemented with neighborhood centers as needed. Highway frontage to be filled in by year 2000. Industrial lands in Crocker tracts to fill up by year 2000.

SPATIAL SCENARIO III

Deliberately restricted growth further subject to
Growth Management Committee policies . Using population scenario D

A Residential Development

Percentage of population at various densities in dwelling units per gross acre

Year	9 DU/AC	4.5 DU/AC	3 DU/AC	Total		Multi Family 20 DU/AC
				Sing./Fam.		
1980	7.5	52.5	15	75		25
1990	14	42	14	70		30
2000	17.5	38.5	14	70		30

9 DU/AC estimated density of town house, terrace house, and condominium types of single-family development.

4.5 DU/AC estimated density of standard 6000 ft lot development.

3 DU/AC estimated average density of larger lot development.

20 DU/AC estimated average density of multi-family development.

Average family size: 1980, 1990 2.9 persons/DU, 2000 2.5 persons/DU.

Above patterns reflect a conscious effort to increase variety of housing, utilize by-passed parcels and increase density through more high density single-family and more multi-family units.

B Land Occupancy

Consciously utilize all vacant and by-passed parcels within urbanized area. Seek opportunities for rezoning and redevelopment. Extend outward as necessary to accommodate growth avoiding prime agriculture land and producing non-prime land. Move selectively onto hillsides.

C Utilities and Services

Project service and utility extensions to serve required urban growth. Add open space in existing city to accommodate higher densities. Recycle schools where possible to serve new population. Indicate critical points for new service or utility increments i.e. sewer plant enlargements, new wells and reservoirs etc.

D Commercial and Industrial Development

C.B.D. to remain as principal commercial center supplemented with neighborhood centers as needed. Highway frontage to be filled in by year 2000. Industrial lands in Crocker tracts to fill up by year 2000.

SPATIAL SCENARIO III-A

Restricted growth and Growth Management Committee

Policies in effect - low density alternative.

Using Population Scenario D

A Residential Development

Percentage of population at various densities in dwelling units per gross acre

Year	9 DU/AC	4.5 DU/AC	3 DU/AC	Total Sing./Fam.	Multi Family 20 DU/AC
1980	5	50	25	80	20
1990	5	45	25	75	25
2000	5	45	25	75	25

9 DU/AC estimated density of town house, terrace house, and condominium types of single-family development.

4.5 DU/AC estimated density of standard 6,000 square-foot lot development.

3 DU/AC estimated average density of larger lot development.

20 DU/AC estimated average density of multi-family development.

Average family size: 1980, 1990 2.9 persons/DU, 2000 2.5 persons/DU.

Above patterns reflect the basic population projection of Scenario D applied to a range of dwelling units and densities with emphasis at the low density end of the scale.

B Land Occupancy

Consciously utilize all vacant and by-passed parcels within urbanized area. Seek opportunities for rezoning and redevelopment. Extend outward as necessary to accommodate growth avoiding prime agriculture land and producing non-prime land. Move selectively onto hillsides.

C Utilities and Services

Project service and utility extensions to serve non-prime urbanizable land. Indicate critical points for major service or utility increments i.e., sewer plant enlargements, new wells and reservoirs, new schools, fire houses, parks and playgrounds, etc.

D Commercial and Industrial Development

C.B.D. to remain as principal commercial center supplemented with neighborhood centers as needed. Highway frontage to be filled in by year 2000. Industrial lands in Crocker tracts to fill up by year 2000.

URBAN DEVELOPMENT MODEL

SPATIAL SCENARIO 'II', POPULATION SCENARIO 'B'

1975-1980 1230 DU/year = 6150 DU

4.5 DU/acre (Single Family) 3998 DU 601 acres	3.0 DU/acre (Single Family) 923 DU 307 acres	---	20 DU/acre (Multi-Family) 1230 DU 970 acres
SCHOOLS: 90 acres	(3 Elementary (1 Junior High (1 Senior High		

1980-1990 925 DU/year = 4625 DU

4.5 DU/acre (Single Family) 2035 DU 103 acres	3.0 DU/acre (Single Family) 833 DU 904 acres	9 DU/acre (Medium Density) 463 DU 555 acres	20 DU/acre (Multi-Family) 1295 DU 130 acres
SCHOOLS: 132 acres	(5 Elementary (1 Junior High (1 Senior High		

1990-2000

4.5 DU/acre (Single Family) 1313 DU 125 acres	3.0 DU/acre (Single Family) 750 DU 583 acres	9 DU/acre (Medium Density) 563 DU 500 acres	20 DU/acre (Multi-Family) 1125 DU 113 acres
SCHOOLS: 110 acres	(3 Elementary (1 Junior High (1 Senior High		

ADDITIONAL PARK SPACE (excluding Regional Facilities) FOR ALL SCENARIOS:

Existing Deficiency	249 acres
- 1975-1980	178 acres
- 1980-1990	268 acres
- 1990-2000	190 acres

TOTAL additional parks 885 acres

URBAN DEVELOPMENT MODEL

SPATIAL SCENARIO 'III', POPULATION SCENARIO 'D'

1975-1980

750 DU/year = 3750 DU's

4.5 DU/acre (Single Family)	3.0 DU/acre (Single Family)	9 DU/acre (Medium Density)	20 DU/acre (Multi-Family)
1969 DU 438 acres	563 DU 188 acres	281 DU 31 acres	938 DU 47 acres
SCHOOLS:	(5 Elementary 110 acres (1 Junior High (1 Senior High		

1980-1990

750 DU/year = 3750 DU's

4.5 DU/acre 1575 DU 350 acre	3.0 DU/acre 525 DU 175 acre	9 DU/acre 525 DU 58 acres	20 DU/acre 1125 DU 56 acres
SCHOOLS:	60 acres (4 Elementary (1 Junior High		

1990-2000

750 DU/year = 3750 DU's

4.5 DU/acre 1444 DU 321 acres	3.0 DU/acre 525 DU 175 acre	9 DU/acre 656 DU 73 acres	20 DU/acre 1125 DU 56 acres
SCHOOLS:	90 acres (5 Elementary (1 Senior High		

URBAN DEVELOPMENT MODEL

SPATIAL SCENARIO 'III-A', POPULATION SCENARIO 'D'

1975-1980 750 DU/year = 3750 DU's

4.5 DU/acre (Single Family) 1875 DU 417 acres	3.0 DU/acre (Single Family) 938 DU 313 acres	9 DU/acre (Medium Density) 187 DU 21 acres	20 DU/acre (Multi-Family) 750 DU 38 acres
SCHOOLS: 110 acres (5 Elementary (1 Junior High (1 Senior High)			

1980-1990 750 DU/year = 3750 DU's

4.5 DU/acre 1687 DU 375 acres	3.0 DU/acre 938 DU 313 acres	9 DU/acre 187 DU 21 acres	20 DU/acre 938 DU 47 acres
SCHOOLS: 60 acres (4 Elementary (1 Junior High)			

1990-2000 750 DU/year = 3750 DU's

4.5 DU/acre 1687 DU 375 acres	3.0 DU/acre 933 DU 313 acres	9 DU/acre 187 DU 21 acres	20 DU/acre 938 DU 47 acres
SCHOOLS: 90 acres (5 Elementary (1 Senior High)			

INTERVIEWS CONDUCTED: RECONNAISSANCE REPORT, VACAVILLE GROWTH MANAGEMENT STUDY.

Note: While many other people were contacted in the course of our reconnaissance the following list represents those either personally interviewed or who gave us substantial and/or specific information.

Vacaville Growth Management Study Committee

William J. Carroll, Mayor
Barbara J. Jones, Vice Mayor
Carolyn Van Loo, Councilmember
Berton Hassing, Councilmember
Etheal Gilley, Councilmember

Vacaville Citizens

John Ahern
Shirley Bayer
Carolyn Curtin
Thelma Hunt
* Eugene Brazelton
* Diane Jefferson,
Community Action Council

Vacaville Community Organization Leaders

David Christiansen
Superintendent of Schools
Tom McNunn
Executive Director
Vacaville Chamber of Commerce
Tom Metcalf
Chairman
Community Congress Questionnaire Tally Committee
Lynn Kessler
S.A.V.E. (Seek Advancement of Vacaville's Environment)

Vacaville City Officials and Representatives

Don Foster
Planning Director
Bobby Speegle
Assistant Planner
Dennis Wilson
Public Works Department
Robert Eaton
Finance Department Director

*Indicates telephone interview

* Betty Moore
Finance Department

John McBride
Parks and Recreation Director

David Cooper
Public Works Department

Connie Alexander
Human Relations Commissioner

* James Lehman
Chief of Police

Howard Wood
Fire Chief

Mr. Esparza
Youth Services Officer

Lena Stafford
Director, Senior Citizens' Center

Walter Graham
City Manager

Vacaville Business Community Representatives

* Bobbie Ballard, Nut Tree Airport, Secretary

* Mr. Western, Plant Manager, Anheuser-Busch Brewery

* Kappel and Kappel Realters, Steve Kappel

* Tom Pimental, Pacific Telephone Company

Dean La Field, Executive Vice President, Associated Building Industry

Frank Calton, Manager, Corporate Development, Crocker Land Company

John Bagley, Architect/Planner, Crocker Land Company

Steve Alonso, Kaiser-Aetna, Arbor Oaks and Oak Park Developers

Tony Morales, President, County Village Developers

Robert Adasiak, Coachman Industries

Mel Getz, Jr., Boulder Creek Developer

Greg di Giere, Vacaville Reporter

Dick Seidenzahl, Downtown Committee, Vacaville Chamber of Commerce

*Indicates telephone interview

Neighboring Cities' and Agencies' Representatives

- * Ralph Svetlich, Pollution Monitor, Travis Air Force Base
- * George Gammon, Superintendent, Travis Unified School District
- * Lt. Col. Loving (his Secretary), Wing Information Officer, Travis Air Force Base
- * Janet Werthman, Intercommunity Memorial Hospital, Medical Records Administrator
- * Administration Office, David Grant Hospital, Travis Air Force Base
- * Rich Cervetti, Travis Air Force Base, Separation Office

Solano County Officials and Representatives

- Charles W. Moore, Assistant Planning Director, Solano County
- Michael J. Harrold, Planner III, Solano County
- Norman J. Repanich, Executive Director
Solano County Industrial Development Agency
- David Hubbell
- Scott Randall
- Advanced Planning, Solano County Planning Department
- * Mike Caliguiri, President, Farm Bureau, Solano County
- * Tony Kalamaris, County Auditor's Office
- * Ron Edwards
- * Mr. Swinnerton
Solano County/Soils Study
U.S. Soils Conservation Service
- Brice Bledsoe, Solano Irrigation District
- * Ellen Stewart, Solano County Child Care Coordinating Office
- * Bill Uechert, M.S.W., Project Clinic Community Mental Health Clinic
- * Allan Carson, Solano County Department of Public Health, Environmental Health
- * Phyllis Cox, Administrator, Project Clinic
- David Balmer, County Administrator and Executive Director LAFCO

State and Regional Agencies' Officials and Representatives

- * Tom Armstrong
Yolo-Solano Air Pollution Control District
- * John Johnson
Central Valley Regional Water Quality Control Board, Region 5
- * George Hagevik
Lizette Weiss, Public Information Officer
Mr. Visconti
ABAG

*Indicates telephone interview

- * Mary Tofanelli
Public Information
Metropolitan Transportation Commission
 - * Mr. Alpers
ABAG
 - * Ed Junes
California Employment Development Department

Dr. Roger Miller
Administrative Assistant
Colano Community College
 - Joe Valdez
Building and Construction Council of Napa and Solano Counties
 - * Mr. Alvarez
Social SEcurity Office, Fairfield
-

Williams, Platzek and Mocine Participation:

Corwin R. Mocine
Rudolph R. Platzek
Xandra Malandra
Steven Donaldson
Bettie L. Basye
Howard Lapin
Joe Pallazola

*Indicates telephone interview

POLICY MANUAL FOR THE IMPLEMENTATION
OF THE GROWTH MANAGEMENT ORDINANCE
OF THE CITY OF VACAVILLE

APPENDIX A

JULY 26, 1977

GENERAL INDEX

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14	CHAPTER VI Final Review and Certification of Allocations and Allotments
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17	ATTACHMENT A Evaluation Worksheet for Part I Criteria
18	ATTACHMENT B Evaluation Worksheet for Part II Criteria

INTRODUCTION

This manual is a major component of the City's Growth Management Program.

The City Council and Planning Commission will use this manual to implement Growth Management Ordinance No. 944 introduced by the Council at their regularly scheduled meeting of July 26, 1977.

It is anticipated that this manual will be revised and amended by resolution from time to time as the experience of working within the growth management system so dictates.

CHAPTER I ANNUAL REVIEW

The City Staff in January of each year will conduct a review as outlined below, and prepare a report for the City Planning Commission. The review will include City-wide data, as well as data organized by logical sub-areas of the City to include the following:

1. Basic Input Information

a. Physical

- . acreage of available land, by zoning classification at year end
- . land absorbed during the year, by land use type
- . number of new utility connections, water, gas and sewer
- . number of new dwelling units authorized and completed by type i.e., single family or multi family (2 to 4 units) (5 to 12 units) and (13 or more units)

b. Abilities and capacities both on a city-wide and area-wide basis of existing facilities and services to accommodate new development

- . the ability and capacity of the water system to provide for the needs of development proposed for the coming year on a city-wide basis, and in specific areas of the City.
- . the ability and capacity of the sewer system to provide for the needs of development proposed for the coming year on a city-wide basis and in specific areas of the City.
- . the ability and capacity of the drainage facilities to provide for needs of development proposed for the coming year on a city-wide basis and in specific areas of the City.
- . the ability of the Fire and Police Departments to provide protection according to the established response standards on a City-wide basis, and in specific areas of the City.

- . the ability and capacity of the school system to absorb additional children, which could be expected by new development on a city-wide basis and in specific areas of the City, without necessitating the addition of double sessions or other unusual scheduling, and without causing classroom overcrowding or unsafe access for the children from their homes to their school.
- . the ability and capacity of the major streets system, including sidewalks to provide for the motor and pedestrian traffic on a city-wide basis and in specific areas of the City.
- . the ability and capacity of the recreational facilities to provide adequate recreational activities for the citizens on a city-wide basis.

With respect to the specific areas of the City referenced above, the Planning Department will prepare area wide maps, dividing the City into quadrants, and the same shall be changed and updated from time to time and attached to the report rendered each year for the purpose of this annual review.

c. Demographic

- . number of school children enrolled by grade level
- . employment and unemployment data and statistics

d. Fiscal and Economic

- . tax base
 - 1) total assessed valuation
 - 2) assessed valuation of new structures, by type
 - 3) public investments in new structures, by type
 - 4) City budget data such as outlays for services by type, units of service provided (police and fire calls, etc.) and revenues by source
- . retail sales volume

2. Data to be Developed from Basic Input Information

Staff shall develop direct measures, such as those listed below, and these direct measures shall be kept current each year. In addition, Staff shall develop analyses, such as set forth below, which shall, if time permits, be kept current during the year.

a. Direct Measures

- . total population, and incremental growth per year
- . number of family units, and annual change in number
- . average family size
- . numbers of school age children and annual changes
- . numbers of occupied and unoccupied dwelling units and annual changes
- . size of labor force, and characteristics (i.e., sex, age)

b. Analyses

- . cost/revenue analysis of incremental growth in the previous year
- . cost/revenue analysis of growth projected for the next one and five year periods
- . employment within the City by type (and if time permits, classification as to basic or non-basic)

3. Environmental Quality

These measures relate to the effects of urbanization on health, safety and other amenities within the community.

a. Measures of air quality at selected locations

b. Measures of noise at selected locations

c. Other environmental assessments in the downtown area, the residential areas, the parks and open space, etc.

4. Review of Developers Performance

- a. Active production of dwelling units by developer, as compared with the allocation
- b. Identification of any problems or deficiencies together with any mitigating circumstances for each developer
- c. Determination of the number of units, if any, projected by the quota but not actually constructed

The staff review will be prepared as a written report to the Planning Commission and will include the data developed in Steps 1 and 2 above together with staff recommendations for the exact size of the actual quota for the coming year, and the tentative quota for the then fifth year, and any necessary changes of quotas in the intervening three years. The staff report will also detail any recommended changes in allotment or allocation criteria necessary to overcome growth management system deficiencies, or to improve the operation of the growth management system.

Upon receipt of the staff report, the Planning Commission will set the matter for consideration at a meeting during the month of February. After due consideration, the Planning Commission will, by resolution, recommend to the City Council a quota for the next year, the tentative quota for year five, intervening quota changes if necessary, and the evaluation criteria to be used in granting allocations for the next year and allotments for the succeeding years. The Commission's recommendation, together with a copy of the staff report, will be transmitted to the City Council before the end of February.

During the month of February, each year, the City Council will hold a meeting with the Board of the Vacaville Unified School District for the purpose of discussing the funding and operating problems of the schools in relation to the City's growth management system.

Early in March of each year the City Council will hold a public hearing on the state of the City and the operation of the management system. The Planning Commission's report on the state of the management system shall be made available to the public as a basis for public input prior to that public hearing.

CHAPTER II ESTABLISHING THE ANNUAL GROWTH QUOTA

Before the end of March of each year, the City Council will consider the recommendation of the Planning Commission as set forth in Chapter I and by resolution: (a) make firm the quota for the coming year, (b) add the tentative quota for year 5, and make any necessary changes of intervening quotas, (c) set the allocations criteria for the coming year, and (d) set the closing date for receipt of applications for allocations for the coming year and allotments for the ensuing year (such as closing date shall be not later than April 30th).

The City Council upon the recommendation of the Planning Commission, or upon its own motion, may divide the quotas for any of the five years, into particular areas or sections of the community, and/or to particular types or classes of construction. Any such division or modification of the quota shall be announced at the time the quota is adopted.

The City Council shall not set a quota for the coming year unless it can make a positive finding in regard to each of the capacity and ability criteria listed in Chapter I, Section 1.b.

CHAPTER III EXEMPT CATEGORIES

The quotas, set as detailed in Chapter II, will apply to all residential development during the five year period except for the following:

- a. All remodeling or reconstruction of existing structures.
- b. All single family dwellings on single lots of record as of the date of commencement of the ordinance.
- c. All single family dwelling units on new lots each having not less than 10,000 square feet and aggregating not more than 2 1/2 acres.
- d. All multi-family dwelling projects containing not more than ten dwelling units on a single lot of record as of May 10, 1977.
- e. All dwelling units set forth in tentative maps which have been approved by the Vacaville Planning Commission and/or City Council under an approved phasing allocation plan, provided the developer shall have recorded a final map prior to January 1, 1980.

CHAPTER IV EVALUATIVE CRITERIA

The awarding of allocations and allotments shall be based on the relative value of each proposed development as measured against a set of criteria which will be contained herein and published annually by the City Council upon recommendation of the Planning Commission.

Criteria For Evaluating Proposals and Awarding Value Points

Applications for building allocations and allotments will be evaluated in a two part process.

PART I

The first Part will establish the adequacy of City and School District services and facilities to serve the proposed project. For Part I criteria, the following factors will be considered:

Does necessary capacity exist at present to accommodate the project?

If capacity does not exist today, is an extension or expansion included in the City or School Department's capital program so that the necessary capacity will be available when needed?

In order to be considered, an application must receive an affirmative response on each of the Part I ability and capacity criteria as set forth in Chapter I to one of the above questions, and not less than a specified number of points, as set forth by Council resolution, on the development quality and adequacy criteria of Part II as set forth hereunder.

PART II

The second Part will be directed to the more subjective criteria of development quality and adequacy. These criteria will be grouped under four general headings: design quality, housing objectives, contribution to City amenity, and orderly development, and are intended to satisfy community objectives as expressed in the Vacaville General Plan and applicable precise area plans.

<u>Criterion</u>		<u>Maximum Points</u>
<u>Design Quality</u>		
1.	Site and architectural design quality which may be indicated by the harmony of the proposed buildings in terms of size, height, and location and with respect to existing neighboring development;	15
2.	Site and architectural design quality which may be indicated by the character of landscaping and screening;	10
3.	Site and architectural design quality which may be indicated by the arrangement of the site for efficiency of circulation, on-and-off-site traffic safety, privacy, etc.;	20
<u>Housing Objectives</u>		
4.	A project may be considered for only one of the following three criteria:	
a.	The degree to which a multi-family project achieves useable open space, light, air and privacy for individual units, efficient internal circulation and service access, well designed and efficient parking, a range of apartment sizes and rents;	6
b.	The degree to which a single-family detached project achieves individual unit privacy, overall site use efficiency, residential scale in relation to its surroundings;	6
c.	The degree to which a Planned Development achieves a variety of housing types and costs, community facilities and services, efficient internal circulation, accommodation to site and topography;	12
5.	The degree of private safety and security of individual units resulting from design and equipment of units, arrangement of units, provision of exterior lighting and visibility;	6

<u>Criterion</u>	<u>Maximum Points</u>
6. The provision and dispersion of units to meet the goal of Vacaville's Housing Element for low and moderate income housing units as defined by Federal guidelines and senior citizen housing.	25

Contribution to City Amenity, Efficiency and Conservation Goals

- 7. Contribution to and extensions of existing systems of foot or bicycle paths, equestrian trails and the green-belt provided for in the Vacaville General Plan or any applicable Precise Plan; 15
- 8. The provisions of needed public facilities, such as critical linkages in the major street system, school rooms or other vital public facilities; 15
- 9. The provision of open space for use by the community as a whole; 15
- 10. The provision of energy conserving measures and materials in excess of the minimum required by local codes and ordinances or other applicable regulation; 20

Orderly Development

- 11. The extent to which the proposed development accomplished an orderly and contiguous extension of existing development as against "leapfrog" development. 15

In order to be considered for allocation or allotment a minimum of one hundred and five (105) value points must be assigned in Stage II.

Criteria may be modified or deleted, or new criteria may be added, and the relative weight to be assigned to any criterion may be altered by action of the City Council in any year at the time of establishment of the criteria as set forth herein, provided that once the criteria for any given year have been published by the Council, they shall not be changed during that year.

A. Prescribing the Form and Content of the Application for Allocation and/or Allotment

- 1. Applicants should meet with the staff of the Vacaville

Planning Department prior to submitting an application in order to discuss the proposed development and seek to resolve any inherent problems. In order to be assured of adequate discussion time, an appointment should be made well in advance of the submittal date.

2. Applications shall be made on the forms provided, and shall be filed with the Vacaville Planning Department not later than the published submittal date.
3. Applications may be accompanied by additional written and graphic material necessary or desirable to support and illustrate statements made in the application.
4. No application will be accepted which is not consistent with the Vacaville General Plan or any applicable precise plan.
5. No application will be accepted unless the property in question is properly zoned for the proposed development, provided that rezoning to permit establishment of a Planned Development may be initiated after an allotment or reservation is granted. Conventional zoning may be initiated and acted upon at any time prior to or commensurate with allocation or allotment.

CHAPTER V APPLICATION, INITIAL REVIEW, EVALUATION AND AWARD OF ALLOCATIONS AND ALLOTMENTS

1. Within four weeks following the closing date for submittal, each application will be considered by the Vacaville City Staff and a written report prepared detailing the manner and degree to which the proposed project conforms, or fails to conform, to the criteria set forth in the Vacaville Growth Management System. Each developer will be provided with a copy of the report on his proposal. Project reports will be submitted to the Planning Commission not less than ten days preceding the date of the Planning Commission meeting referred to in Paragraph 2, below.
2. Within seven weeks following the closing date for submittal, a special meeting of the Vacaville Planning Commission shall be held for the purpose of considering proposed projects, assigning value points, and determining allocations and allotments. In addition to considering the written reports the Commission may call on its staff for further discussion and explanation. Each developer shall be given an opportunity to present his project before the Planning Commission.
3. Upon completion of consideration of all staff reports, the Planning Commission shall vote on assigning value points. Such voting shall be by written ballot and once voting has commenced, no further discussion or questions shall be permitted. No proposal shall be eligible for the award of an allocation or allotment, unless it shall receive an affirmative evaluation on the six criteria of Part I, and not less than the minimum number of value points set forth in the City Council resolution for that year, for Part II criteria.
4. Following Planning Commission consideration and evaluation, those projects receiving affirmative responses in Part I, and not less than the minimum value points in Part II of the review shall be arranged in the order of total points received. Separate lists shall be compiled for allocations and for allotments.
5. Procedure for awarding allocations and allotments within the limits of the quota:
 - a. Allocations for the number of units requested shall be issued to each applicant in the order of his position in the array, until the last applicant whose request, when

added to those granted, produces a total not to exceed the annual quota. Allotments for the following years shall be awarded in the same manner until the number is reached, whereby the City's reservations, plus the allotments do not exceed the quota for that year.

- b. The Planning Commission will thereupon determine whether the last applicant on the list desires an allocation and/or allotment consisting of any units remaining within the quota. The Commission may not adjust the quota.
- c. Should the last applicant not be willing to accept a reduced quota as represented in b. above, the Commission may decide to offer it to the next following qualified applicant in the array, or may reserve it for award at a later date in the year.
6. These lists of allocations and allotments together with the reports of the Planning Staff, the supporting material submitted, the minutes of the Planning Commission meeting, and the recorded vote on each project, shall be transmitted to the City Council for confirmation at a regularly scheduled City Council meeting within 45 days of the Planning Commission meeting.

CHAPTER VI FINAL REVIEW AND CERTIFICATION OF ALLOCATIONS AND ALLOTMENTS

1. Any applicant who is dissatisfied with the decision of the Planning Commission may, by filing an appeal with the City Clerk not less than five days following the date of the award, be granted an opportunity to appear before the City Council at the meeting set forth in Paragraph 6 of Chapter V for the purpose of explaining and defining his proposal and requesting a change in the rank order as established by the Planning Commission. The Council shall hear all such appeals and may, by motion made and passed, modify the value points and consequent rank order of any project at that meeting. Upon the completion of that hearing, and following any changes that the Council shall decide to make, the rank order list for allocations and the rank order list for allotments shall be certified and final for that year.
2. Securing of building and other permits by allocation holders, building construction and failure to perform.
 - a. A developer who has been awarded an allocation may thereafter take all steps including, as appropriate, applying for Planned Development Zoning, submitting tentative and final subdivision maps, preparing requests for issuance of a negative declaration or EIR, and the installation of improvements in an approved subdivision, provided, however, that no building permits shall be issued pursuant to the allocation until January 1st of the year immediately following the year in which the allocation was awarded.
 - b. The City Planning Commission in June of each year shall cause a review to be made of progress by each developer on the dwelling units for which he holds an allocation. In any case where a developer has not taken steps to begin construction, the Commission may set a hearing to determine whether construction is probable during the balance of the year, or if not, whether extenuating circumstances exist for such failure to perform. Upon completion of such hearing the Planning Commission may reaffirm the allocation with or without conditions, or may cancel the allocation. When an allocation has been cancelled no construction pursuant thereto shall take place, and any building permits previously allocated but not issued in connection with the allocation shall thereupon be cancelled together with any allotment for succeeding years.

CHAPTER VII LIMITATIONS AND CONDITIONS APPLYING TO ALLOCATIONS AND ALLOTMENTS AND CITY'S RESERVATIONS

1. Normally no single development shall be awarded more than ten percent (10%) of the total quota available for award for any year, provided that the City Council may, by resolution, change the maximum percentage available to any single development, if it deems such action advisable. Such change, however, shall only be made before the beginning of the year in which the change is to take effect.
2. 20% of the quota of all four years after the succeeding year, which is the allocation year, shall be withheld for subsequent allocation during the course of that year for which it has been reserved, and shall be referred to as the City's Reservation.
3. The City's Reservation plus any of the original quota remaining after award of allocations for the previous year, plus any allotment cancelled pursuant to the procedure prescribed in Chapter VI, Section 2. b. herein shall be distributed by the Planning Commission at its first meeting in April. Distribution shall be made in the following order:
 - a. Any project applying for an allocation for state or federally supported low or moderate income housing which may have become available subsequent to the initial allocation and which, when measured against the allocation criteria, shall earn the required minimum number of points.
 - b. New projects other than those represented above which earn the required minimum number of points.
 - c. Projects in order of their point total which earned at least the required minimum number of points but failed to receive an allocation because of their ranking.
 - d. Projects in order of their point total which were awarded allocations, but for which the developers desire an additional supplementary allocation.
4. An allotment awarded as outlined above shall constitute a commitment by the City of Vacaville to convert the allotment to an allocation for an equal number of units in the year following the allocation year. An allotment once awarded, may be reduced or cancelled only in one of the following cases:

- a. The developer, after hearing, has been found to have failed to carry out the terms of his allocation award without reasonable cause as set forth in Chapter VI, Section 2.b.
 - b. The total quota for the year in question has been reduced by the City Council below that previously set, or the reservation increased, in which case all allocations shall be reduced by a percentage equal to the percentage of reduction of the quota or increase of the reservation.
5. Should the Council subdivide the quota as to areas or types of housing as provided in B. 1. herein, the system of evaluation and award shall be as nearly as possible as set forth above, provided:
- a. Any developer may specify one or more of his projects as being submitted under the quota for that area or housing type as specified in the decision by the Council.
 - b. Separate lists shall be maintained for each area or housing type quota, and projects seeking allocations or allotments, within that area or type shall be evaluated only against other projects within the same category.

ATTACHMENT A

EVALUATION WORKSHEET FOR PART I CRITERION

A City Wide
 B Area Wide*

		<u>Yes</u>	<u>No</u>	<u>Year</u>
1.	Water	Current Planned		1,2,3,4,5
2.	Sewer	Current Planned		1,2,3,4,5
3.	Street Linkage	Current Planned		1,2,3,4,5
4.	Drainage	Current Planned		1,2,3,4,5
5.	Fire and Police Services	Current Planned		1,2,3,4,5
6.*	Recreation on City Wide Basis	Current Planned		1,2,3,4,5
7.	Schools - capacity to the children without necessitating the addition of double sessions or other unusual scheduling or overcrowding	Current Planned		1,2,3,4,5

* Recreational facilities and services to be considered on a City wide basis only.

ATTACHMENT B

EVALUATION WORKSHEET FOR PART II CRITERION

DESIGN QUALITY

- | | | | |
|----|----------------|----|----------------------|
| 1. | Maximum Points | 15 | Points Awarded _____ |
| 2. | Maximum Points | 10 | Points Awarded _____ |
| 3. | Maximum Points | 20 | Points Awarded _____ |

HOUSING OBJECTIVES

- | | | | |
|------|----------------|----|----------------------|
| 4.a. | Maximum Points | 6 | Points Awarded _____ |
| 4.b. | Maximum Points | 6 | Points Awarded _____ |
| 4.c. | Maximum Points | 12 | Points Awarded _____ |
| 5. | Maximum Points | 6 | Points Awarded _____ |
| 6. | Maximum Points | 25 | Points Awarded _____ |

CONTRIBUTION TO CITY AMENITY, EFFICIENCY
AND CONSERVATION GOALS

- | | | | |
|-----|----------------|----|----------------------|
| 7. | Maximum Points | 15 | Points Awarded _____ |
| 8. | Maximum Points | 15 | Points Awarded _____ |
| 9. | Maximum Points | 15 | Points Awarded _____ |
| 10. | Maximum Points | 20 | Points Awarded _____ |

ORDERLY DEVELOPMENT

- | | | | |
|-----|----------------|----|----------------------|
| 11. | Maximum Points | 15 | Points Awarded _____ |
|-----|----------------|----|----------------------|

AN ORDINANCE ADOPTING A GROWTH MANAGEMENT
SYSTEM FOR THE CITY OF VACAVILLE

SECTION I. General Considerations

The City of Vacaville has been experiencing unprecedeted and rapid growth with respect to population, housing, economy, land development and utilization of resources for the past decade. Transportation, water, sewerage, schools, parks and recreation, drainage, other public facilities and public services have been and are being constructed and expanded to meet the needs of the City's growing population, but the City is fearful that without certain controls stipulating for both the rate and quality of growth, it will be unable to keep abreast of the ever growing public need, and develop an attractive, desirable community with a rural atmosphere for current and future residents, and industry through effective allocation of available resources.

The Growth Management System of the City of Vacaville is designed to develop and promote the following objectives:

- A. To produce a manageable, orderly and predetermined reasonable rate of growth;
- B. To develop control over the location and density of growth within the City's sphere of influence;
- C. To encourage improvement in the quality, variety and provision of energy conserving, aesthetic and other amenities in residential construction;
- D. To be responsible on a county and regional level in terms of accommodating a fair share of all growth, a fair share of low and moderate income population, and a fair share of senior citizen housing.

SECTION II. Elements

To accomplish these objectives, the City shall do the following:

- A. Conduct an annual review of City development to determine the availability of facilities and services, and demographic and economic changes.
- B. Establish, by resolution, a firm growth quota as to the number of residential units allowed to be constructed in the first year after consideration, and a tentative quota for the ensuing four years.

- C. Establish certain exempt categories to the quota system.
- D. Adopt, by resolution, a policy manual defining terms, setting forth the criteria by which prospective developers will be evaluated when applying for allocation or allotment of building permits under the quota system, prescribing the form and content of applications for allocations or allotments and setting forth the procedures for administering the whole growth management system.
- E. Delegate to the City Planning Staff and Planning Commission the responsibility for evaluating development proposals, recommending allocations and allotments and require an annual report from the City Planning Commission to the City Council concerning the same.
- F. Give final review and decision on appeals from Planning Commission recommendations and final certification of allocations and allotments.
- G. Delegate to the City Planning Staff and Planning Commission the responsibility of monitoring the issuance of building permits to determine that they are pursuant to and within the allocations as set forth by the Council and to report to the Council from time to time on the number of permits issued and, if any, an applicant's failure to perform after having been given an allocation.

This system is intended to be a viable and continuous one in which the policy manual is amended and updated by resolution from time to time and the cycle repeated on a yearly basis.

It is anticipated that each year, the City will set a quota for residential development for the following five years. Allocations will be made for the immediate following year, to certain developments, which allocations when added together will comprise the total quota for that year. In addition, allotments will be made and reservations retained for the ensuing four years. For any of those four years, the number of the allotments within the year, when added to the number of reservations within the same area, will equal the quota set for that year. As each year passes, the allotments will be committed to allocations and the reservations surrendered to new allocations in an amount sufficient to equal the quota set for that year.

SECTION III. Definitions

For the purpose of this ordinance, an allocation is defined as an irrevocable distribution or assignment of a certain number of building permits to a proposed development in the immediate year following the allocation.

An allotment is defined an assignment or promise to allocate in the ensuing four years, which promise or assignment can only be revoked or altered upon a finding that the developer has failed to perform under a previous allocation, or an increase in the City's reservation of units or a reduction in the quota previously set.

A reservation is defined as a retention by the City of a certain percentage of the quota established for the ensuing four years, to provide for new and beneficial development proposals which might not have been submitted in time for an allotment consideration.

The City's reservation for the immediate following year will be converted to allocations and dispersed at the same time that the remaining allocations are made.

SECTION IV. Separability

If any section, subsection, sentence, clause, phrase or portion of this ordinance or the policy manual to be adopted pursuant hereto is for any reason held invalid or unconstitutional by any court of competent jurisdiction, such portion shall be deemed a separate, distinct and independent provision and such decision shall not affect the validity of the remaining portions thereof. The City Council hereby declares that it would have passed this Ordinance, and each section, subsection, sentence, clause and phrase thereof, irrespective of the fact that any one or more sections, subsections, sentences, clauses, or phrases hereof may be declared invalid or unconstitutional.

The Mayor shall sign this Ordinance and the City Clerk shall attest thereto and shall cause the same to be published once in the Vacaville Reporter, the newspaper of general circulation in the City of Vacaville, and thirty (30) days thereafter, this Ordinance shall take effect and be in force according to law.

Adopted on this 9th day of August, 1977, by the following vote:

AYES: Councilmembers Carroll, Gilley, Hassing,

Van Loo and Mayor Jones

NOES: Councilmembers None

ABSENT: Councilmembers None

APPROVED:


Barbara J. Jones, Mayor

ATTEST:


Corinne L. Grannen, City Clerk

RESOLUTION ADOPTING POLICY MANUAL
REGARDING GROWTH MANAGEMENT

WHEREAS; the City Council has adopted Ordinance No. 944, a growth management ordinance for the City of Vacaville, and

WHEREAS, by the provisions of that ordinance, it is incumbent upon the members of the City Council to adopt by resolution, a policy manual implementing the provisions and intent of the ordinance, and

WHEREAS, the City Council has reviewed the policy manual attached hereto and dated July 26, 1977 and finds it to be in complete compliance with the objectives and directions as set forth by the Council,

NOW, THEREFORE, BE IT RESOLVED that the City Council of the City of Vacaville hereby adopts as official policy of this City, the Policy Manual attached hereto and dated July 26, 1977 and incorporated herein by reference.

I hereby certify that the foregoing Resolution was duly and regularly introduced and adopted by the Council of the City of Vacaville on the 26th day of July 1977, by the following vote:

AYES: Councilmembers Van Loo, Carroll,

Gilley, Hassing and Mayor Jones

NOES: Councilmembers None

ABSENT: Councilmembers None

APPROVED:

Barbara J. Jones
Barbara J. Jones, Mayor

ATTEST:

Corinne L. Granner
Corinne L. Granner, City Clerk

U.C. BERKELEY LIBRARIES



C124906250

